

THE GENERAL PLAN

1975-1990

CITY OF SAN JOSE, CALIFORNIA

As Amended December, 1980

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THE FOLLOWING MAPS ARE LOCATED ON THE LAND USE/TRANSPORTATION DIAGRAM WHICH ACCOMPANIES THIS TEXT:

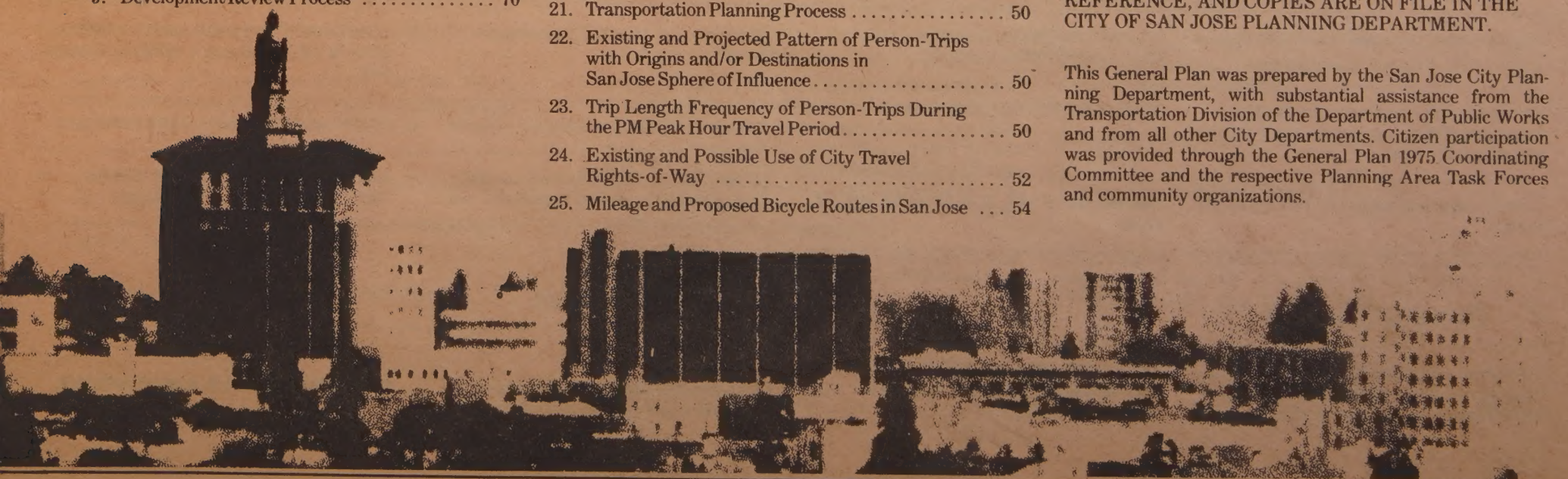
Land Use/Transportation Diagram	
San Jose Planning Areas	
City Council Districts	
Natural Resources Map	
Natural Hazards Map	

THE FOLLOWING MAPS ARE NOT INCLUDED IN THIS DOCUMENT, BUT ARE PART OF THE GENERAL PLAN, INCORPORATED BY REFERENCE, AND ARE ON FILE IN THE CITY OF SAN JOSE PLANNING DEPARTMENT:

Scenic Routes Plan Map, November, 1974
 Landslides Map, September, 1974
 Landslide Susceptibility Map, September, 1974
 Fault Traces Map, September, 1974
 Ground Response Map, September, 1974
 Ground Failure Potential Map, September, 1974
 Weak Soils Map, September, 1974
 Expansive Soils Map, September, 1974
 Erosion Potential Map, September, 1974
 Piezometric Level Changes Map: 1938 to 1967, September, 1974
 Land Subsidence Map: 1938 to 1967, September, 1974
 Land Subsidence: Groundwater Relationship Map, September, 1974
 Potential Future Land Subsidence Map, September, 1974
 Urban Development Policy Map, March 1976

THE APPENDIX TO THE GENERAL PLAN 1975 IS NOT INCLUDED IN THIS DOCUMENT, BUT IS PART OF THE GENERAL PLAN, INCORPORATED BY REFERENCE, AND COPIES ARE ON FILE IN THE CITY OF SAN JOSE PLANNING DEPARTMENT.

This General Plan was prepared by the San Jose City Planning Department, with substantial assistance from the Transportation Division of the Department of Public Works and from all other City Departments. Citizen participation was provided through the General Plan 1975 Coordinating Committee and the respective Planning Area Task Forces and community organizations.



FOREWORD

I. LEGISLATIVE MANDATE

The State of California requires each City have an adopted General Plan containing the following mandated elements: land use, circulation, housing, conservation, open space, seismic safety, noise, scenic high-ways, and safety. All of these elements have been adopted by the City as separate elements of the General Plan. They have now been combined and incorporated into a single General Plan Document.

This General Plan meets the legal requirements and intent of the Government Code and is consistent with the State General Plan Guidelines regarding scope and nature of each mandatory element. The location of specific requirements can be found using the following chart:

Specific Requirements:

Location in the Plan:

A. Land Use Element

Identification of land use issues.	THE PLAN OVERVIEW; SHAPING THE FUTURE, especially II, C.
Land use policies and proposals.	THE PLAN OVERVIEW; SHAPING THE FUTURE, I, C, 3; II, A and B.
Description of land uses and their intensities.	LAND USE/TRANSPORTATION DIAGRAM; SHAPING THE FUTURE, II, B; and I, C, 3.
Standards and criteria for physical development	BACKGROUND FOR PLANNING, II, B; SHAPING THE FUTURE, I, B, 1, and 2; II, C, 3.
Description of land use pattern.	LAND USE/TRANSPORTATION DIAGRAM; SHAPING THE FUTURE, II, B.
Time frame of land use policies and proposals.	SHAPING THE FUTURE, I, C, 1; CARRYING OUT THE PLAN.
Location of solid and liquid waste disposal facilities.	SHAPING THE FUTURE, I, B, 3.
Identification of areas subject to flooding	SHAPING THE FUTURE, I, B, 2.
Implementation outline.	CARRYING OUT THE PLAN AND APPENDICES.

B. Circulation Element

Identification and analysis of circulation needs and issues.	SHAPING THE FUTURE, I, D; III, A, B, and C.
Statement of goals, objectives and policies.	SHAPING THE FUTURE, I, D; III, A and B.
Description of proposed circulation system.	SHAPING THE FUTURE, III, A and B; LAND USE/TRANSPORTATION DIAGRAM.
Standards and criteria for the location, design, operation, and levels of service of circulation facilities.	SHAPING THE FUTURE, I, D; III, A, and B.
Guide to implementation of the circulation system.	SHAPING THE FUTURE, III, B; CARRYING OUT THE PLAN.

C. Housing Element

Standards and plans for improvement of housing and for provision of housing sites and adequate housing for all people.	BACKGROUND FOR PLANNING, VII, A, B, C, and D; SHAPING THE FUTURE, I, C, 3; II, A, and B; HOUSING APPENDIX.
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D. Conservation Element

Identification, evaluation and analysis of natural resources.	BACKGROUND FOR PLANNING, I; SHAPING THE FUTURE, I, B, 1, 2, 3 and 4; NATURAL RESOURCES MAP; NATURAL HAZARDS MAP; OPEN SPACE APPENDIX; CONSERVATION APPENDIX; SAFETY APPENDIX.
Analysis of relationships between resources; identification of areas of critical concern.	SHAPING THE FUTURE, I, B, 1, 2, 3, and 4; II, A, 1 and 2; NATURAL RESOURCES MAP; NATURAL HAZARDS MAP; OPEN SPACE APPENDIX; CONSERVATION APPENDIX; SAFETY APPENDIX.
Determination of the development capacity of various land areas.	SHAPING THE FUTURE, I, B, 1 and 2; II, B; NATURAL RESOURCES MAP; NATURAL HAZARDS MAP; OPEN SPACE APPENDIX; CONSERVATION APPENDIX; SAFETY APPENDIX.
Standards and criteria for conservation and utilization of identified resources.	SHAPING THE FUTURE, I, B, 1, 2, 3, and 4; II, A and B; OPEN SPACE APPENDIX; CONSERVATION APPENDIX; SAFETY APPENDIX.
Program for implementation.	SHAPING THE FUTURE, II, B; CARRYING OUT THE PLAN; OPEN SPACE APPENDIX; CONSERVATION APPENDIX; SAFETY APPENDIX.

E. Open Space Element

Plan for comprehensive and long-range preservation and conservation of open space for: • Preservation of natural resources. • Managed production of resources. • Outdoor recreation. • Public health and safety.	SHAPING THE FUTURE, I, B, 1, 2 and 3; II, B; OPEN SPACE APPENDIX; LAND USE/TRANSPORTATION DIAGRAM; CONSERVATION APPENDIX; SAFETY APPENDIX; CARRYING OUT THE PLAN; SCENIC ROUTES APPENDIX; SEISMIC SAFETY APPENDIX.
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F. Seismic Safety Element

Recognition of seismic hazards' possible effect on the community.	SEISMIC SAFETY APPENDIX; SAFETY APPENDIX; NATURAL HAZARDS MAP.
General goals for reducing seismic risk.	SHAPING THE FUTURE, I, B, 2; SEISMIC SAFETY APPENDIX; SAFETY APPENDIX.
Level of acceptable risk to life and property.	SHAPING THE FUTURE, I, B, 2.
Seismic safety objectives for land use.	SHAPING THE FUTURE, I, B, 2; SEISMIC SAFETY APPENDIX; SAFETY APPENDIX.
Objectives for reducing seismic hazards of new and existing structures.	SHAPING THE FUTURE, I, B, 2; SEISMIC SAFETY APPENDIX; SAFETY APPENDIX.
Identification, delineation and evaluation of natural seismic hazards.	SHAPING THE FUTURE, I, B, 2; NATURAL HAZARDS MAP; SEISMIC SAFETY APPENDIX; SAFETY APPENDIX.
Consideration of existing structural hazards.	SEISMIC SAFETY APPENDIX; SAFETY APPENDIX; SHAPING THE FUTURE, I, B, 2; NATURAL HAZARDS MAP.
Evaluation of disaster planning program.	SEISMIC SAFETY APPENDIX; SAFETY APPENDIX.
Determination of specific land use standards relating to level of hazard and risk.	SHAPING THE FUTURE, I, B, 2; II, B; SEISMIC SAFETY APPENDIX; SAFETY APPENDIX.

G. Noise Element

City's general intentions with respect to noise and noise sources in the City.	SHAPING THE FUTURE, I, B, 5; NOISE APPENDIX.
--	--

Desired maximum noise levels by land use categories.	SHAPING THE FUTURE, I, B, 5; NOISE APPENDIX.
Standards and criteria for noise emissions.	NOISE APPENDIX; SHAPING THE FUTURE, I, B, 5; III, A.
Guide to implementation.	NOISE APPENDIX.

H. Scenic Highways Element

Identification and evaluation of scenic corridors.	SCENIC ROUTES APPENDIX.
Policy statement and diagram map indicating the community's scenic highway system and routes therein.	SHAPING THE FUTURE, I, A, 1; SCENIC ROUTES PLAN MAP.
Guide to implementation.	SCENIC ROUTES APPENDIX.

I. Safety Element

Policy statement recognizing safety hazards.	SHAPING THE FUTURE, I, B, 2, 3, and 5; SAFETY APPENDIX; SEISMIC SAFETY APPENDIX.
Goals for reducing hazards.	SHAPING THE FUTURE, I, B, 2, 3, and 5.
Specified level of acceptable risk.	SHAPING THE FUTURE, I, B, 2; SAFETY APPENDIX; SEISMIC SAFETY APPENDIX.
Priorities set for the abatement of safety hazards, recognizing frequency factors.	SAFETY APPENDIX; SEISMIC SAFETY APPENDIX.
Map showing location and extent of known geologic hazards.	NATURAL HAZARDS MAP; GEOTECHNICAL STUDY MAP (BY REFERENCE).
Standards and criteria for fire prevention and control.	SAFETY APPENDIX; SHAPING THE FUTURE, I, B, 2.
Standards and criteria for land use and circulation relating to geologic hazards.	SHAPING THE FUTURE, I, B, 1, 2, and 3; SAFETY APPENDIX; SEISMIC SAFETY APPENDIX.

II-ENVIRONMENTAL IMPACT REPORT REQUIREMENTS

State guidelines for implementation of the California Environmental Quality Act of 1970, as amended (California Administrative Code Title 14, Chapter 3), herein referred to as CEQA, provide that an Environmental Impact Report on a local general plan may be combined with the General Plan document (Section 15148). The plan document is itself the "project" for which the EIR is required. Thus, the required information describing the project is not contained in any single section, but is found throughout the document. The reader will find that the integration of the Plan with the EIR clarifies the relevant issues before the community, while offering a general assessment of the plan with a discussion of reasonable alternatives to that proposed plan. It is only through this method that the community can balance desired social and economic goals while attempting to preserve our valuable natural environment.

More important to the integration of the General Plan and EIR documents was the City's recognition that preparation of the General Plan could truly meet the intent of CEQA if the planning and environmental review process were concurrently undertaken. Thus, the EIR analysis mandated by CEQA occurred during and within the General Plan and citizen review process. Potential adverse effects modified the land use designations and general plan policy. The City thinks this process should be a model for planning, and believes that this document represents an environmentally sensitive plan.

The required EIR information can be located within the document by reference to the following:

- A. Description of the Project (CEQA, Section 15141)
While noted throughout the plan, most references are included under the section **SHAPING THE FUTURE**.
- B. Description of the Environmental Setting (CEQA, Section 15142)
Included in **BACKGROUND FOR PLANNING, I, II, III, and IV; and SHAPING THE FUTURE, II, A**.
- C. Environmental Impact (CEQA, Section 15143).

- The Environmental Impact of the Proposed Action
Remarks: **Direct Impacts**
 - An increase of 164,000 people by 1990: page 57.
 - Direct effects: i.e., (1) Changes in flora and fauna: page 57; (2) Extensive covering of the ground and related changes in conditions relating to water: page 57; (3) Changes in air temperature, air quality, depletion of resources locally with direct regional effects: page 57; (4) Physical, social, and economic impacts such as the number of homes, location of streets, stressing economic and industrial development over residential development: page 57; (5) Direct impacts: pages 57-58; (6) Impact of Environmental Management policies including Natural Resources, Baylands, Manmade Resources, and Noise: page 25. Long and short-term effects: discussed in each policy impact description. (7) Impact of Community Development policies: page 34; with short and long-term effects: page 34.
- Any Adverse Environmental Effects which Cannot be Avoided if the Project is Implemented
 - Effects of urbanization: pages 57-59 (e.g., total alteration of the natural environment, increased storm runoff, other effects on water, air temperature, air quality, depletion of resources, etc.)
 - Impact: City Growth and Maturation
 - Transformation of land from agriculture: page 58.
 - Consumption of energy forms, continued commitment: page 58.
 - Expanded service and improvement requirements: page 58.
- Mitigation Measures Proposed to Minimize the Impact
 - Major impacts mitigation: page 59, beginning with paragraph C, and continuing through page 60.
 - A major impact such as an increase in population of 164,000 people is significant; and standing alone, it cannot be mitigated to an insignificant level. However, compared with the past fifteen years' growth rate, the General Plan itself reduces the growth rate very significantly over the next fifteen years. The mitigation is thus the reduced growth rate itself: page 57 (first and second paragraphs).
Alternative populations and city sizes (areas) considered are shown: chart on page 39, and discussion on pages 39-41.

- The "Moderate Growth Alternative" of 789,000 population within the Valley floor, excluding the Coyote Valley, was selected based on its compatibility with existing goals and policies, etc.: pages 39-41.
- The "net benefit" concept: pages 62, 64-66; as well as the "urban service program" concept, pages 62, 66-67, applied to the impact of development.
 - Mitigation with respect to policies of the General Plan are found throughout SHAPING THE FUTURE in Goals and Policies: pages 17-34, and more particularly, Environmental Management: pages 18-25.
- Alternatives to the Proposed Action
 - See discussion, "Mitigation Measures" above (Paragraph b) which refers to alternatives regarding population and city size (area): pages 39-41.
 - Alternatives regarding Environmental Management policies are discussed, including "no action": page 25. The impact of not implementing these goals and policies is discussed under Natural Resources.
 - Natural Hazards: page 25.
 - Manmade Resources and Noise: page 25.
 - Summary (Environmental Management and Policies): page 25.
 - Relationship between Local Short Term Uses of Man's Environment and the Maintenance and Enhancement of Long Term Productivity: page 60.
 - Any Irreversible Environmental Changes Which Would be Involved in the Proposed Action Should it Be Implemented: page 60.
 - The Growth-Inducing Impact of the Proposed Action: Discussed under "Environmental Impact" (above); also discussed on pages 57-60.
- D. Organizations and persons consulted (CEQA, Section 15144)
Included in **THE PLAN OVERVIEW, II**.

This document meets all requirements of the California Environmental Quality Act of 1970, as amended, and Title 21 of the San Jose Municipal Code.

THE PLAN OVERVIEW

I-PHILOSOPHY AND PURPOSE OF THE PLAN

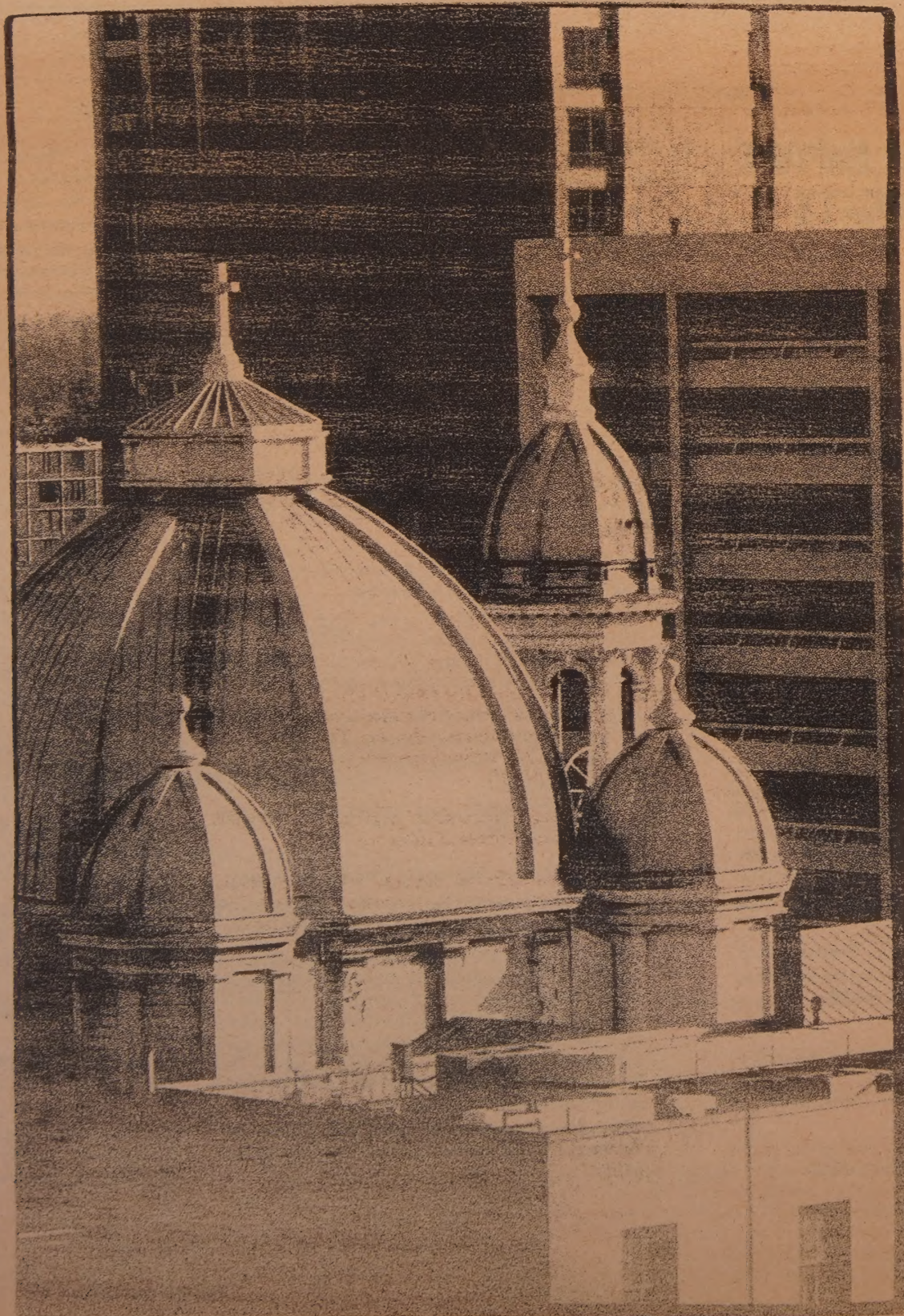
San Jose is a city in transition. In the 1950's it was a relatively small community of farms and orchards; during the sixties it was one of the fastest growing cities in the country; and in the seventies it emerged as one of the larger cities in the State. Population projections of recent years project a continuation of growth for the City. These projections all reflect the nationwide decline in birth rates, but they do not consider the real, local constraints of growth. These constraints include the inevitable depletion of developable land, escalating public costs

associated with growth, citizen concern with the adequacy of public services, the increasing disinclination of taxpayers to fund the public infrastructure required for growth, and the lack of an existing alternative to the property tax for funding needed services at the local level. San Jose will continue to grow but can expect a transition to a more stable rate of growth. The issue of growth is one which is central to general plans. It has social, environmental, and economic dimensions. There are costs associated with growth, as well as with the lack thereof. The vehicle for planning for future growth, for making choices between conservation and development, and for defining the desirable balance between social, environmental, and economic costs is the General Plan.

A General Plan is an adopted statement of policy for the physical development of a community. As such, it represents the official policy regarding future character and quality of develop-

ment. This General Plan represents the City's intent as to the amount, type, and phasing of development needed to achieve the City's social, economic, and environmental goals. This General Plan was developed with the participation of all City departments and the community at large. It is a realistic plan which can be implemented because feasibility was a basic consideration in the development of the Plan. It is also a plan which will be used. All residents and City officials will be using the same policy framework for making decisions both on private projects and on City capital expenditures.

San Jose's previous General Plan was adopted in 1966 and had not been comprehensively reviewed and revised, although it has been amended several times to add new Elements required by State Law. This new General Plan meets the need for a comprehensive statement of City policy on the guidance of future physical development.



ST. JOSEPH'S CHURCH - Sharon Hall

II-PLANNING PROCESS

A. Community Involvement

In the development of the General Plan, it was the City's intent to involve the community to as great an extent as possible. To ensure the community's active involvement throughout the process, a formal citizen participation framework was established. The two components of the citizen process were the General Plan Coordinating Committee and Planning Area Task Forces. A list of the Coordinating Committee members is contained in the Citizen Participation Appendix.

Task Forces were established in each planning area and were composed of all residents and property owners who wished to participate in the numerous public meetings held in each area. In all, there were approximately 115 Task Force meetings over a period of ten months. The function of the Task Forces was to provide the local perspective on local, as well as city-wide, concerns and problems. Procedurally, this was accomplished by the Task Forces electing representatives on the General Plan Coordinating Committee. The Coordinating Committee was composed of representatives of various community-wide groups as well as the Task Force representatives. Their function was to provide a community-wide perspective in consolidating the ideas from the area Task Forces and other groups, arriving at a consensus, and making final recommendations to the Planning Commission. The Coordinating Committee met 16 times, not including sub-committee meetings, in carrying out their responsibility.

The major phases of the planning process, at which point the community's involvement was most intensive and critical, were the identification of issues and concerns, the identification and evaluation of alternative forms and sizes of the City, the formulation of goals and policies and the development of the Land Use/Transportation Diagram.

Among the many issues or concerns expressed by the community, the following seem to be of widespread concern:

1. A lack of community or neighborhood identity and the need for a sense of community,
2. Preservation of existing neighborhoods,
3. Desire for a "balanced" community – a mixture of land uses throughout the community and housing types and prices at both the community-wide and neighborhood scale,
4. The need for parks and open space,
5. Revitalization of the downtown Core Area,
6. Adequacy of transportation and the impact of traffic on neighborhoods.

During the planning process, several additional concerns of significance emerged:

1. Development of the City has occurred at a faster pace than the construction of the necessary transportation facilities,
2. There is an imbalance in San Jose between jobs and residents,
3. There is a strong desire that the adequacy of public facilities and services not be allowed to deteriorate as future growth occurs,
4. San Jose, like most other communities in the nation, is virtually dependent on the automobile alone for its mobility needs. Citizens are aware of the impact of the automobile on the environment and are determined to minimize the negative impacts as much as possible by continuing to develop a multi-modal transportation system using various technologies and strategies to accommodate their needs.

The second major phase of work had the objective of establishing what the "optimum" level of population for San Jose might be by 1990. The approach was to identify the possible alternatives in terms of physical size of the City and possible 1990 population levels. From an initial total of twelve alternatives, the Coordinating Committee selected four for detailed analysis.

The "City form and size" concept, which was subsequently chosen for translation into a land use and transportation diagram, was for a 1990 population level of approximately 795,000, accommodated within the presently urbanized valley floor. For a variety of reasons, discussed in subsequent sections of the Plan, it appeared not to be feasible for that level of population growth to occur by 1990. This General Plan as originally adopted had a population holding capacity of approximately 789,000. Subsequent amendments to this Plan have lowered that figure to 780,000.

The formulation of goals and policies had the direct participation of the Coordinating Committee. Many of them were written by the Committee, and many were revised according to their suggestions. The goals and policies are an integral part of the General Plan and are as important as the Land Use/Transportation Diagram.

B. Continuing Nature of the Process

The General Plan is considered to be a long-range plan, a plan to guide development over the next fifteen years while planning for industrial growth encompasses a 25-year time span. In reality, some of the proposals of the Plan are medium and some even short-range in nature. Nonetheless, this is not a plan which will remain static, to be replaced in fifteen, or even fewer years. It is a plan which will be reviewed annually, and will be revised as necessary to keep San Jose moving in the direction desired by its citizens.

III-MAJOR CONCEPTS AND PROPOSALS

This final part of the General Plan Overview is a summary statement of major concepts and proposals incorporated in the plan. This statement is intended to describe the general thrust only, and is therefore brief.

- A. A planned population level of approximately 780,000 within San Jose's Sphere of Influence;
- B. A growth management strategy relating economic development to population and residential growth, land use, and the need for and ability to provide City facilities and services;
- C. Parity of jobs and resident workers to achieve a balance between economic base and population;
- D. Urban conservation or the infilling and upgrading of developed neighborhood and community areas, including Alviso;
- E. A more efficient use of land through more multi-family development, but without altering the basic character of the City:
 1. A minimum, as well as maximum density in areas planned for higher density;
 2. Multi-family uses allowed by policy in some commercially designated areas;

3. Density bonuses for some multi-family projects with lower than typical household and unit sizes;
- F. Continued emphasis on providing a broad range of housing prices, types and locations throughout the City as well as substantial housing production;
- G. A greater concentration of industrial land use and employment south of Freeway 280-680 more centrally located in respect to the resident population;
- H. A direct relationship between land use and transportation planning, so that changes in land use or transportation facility implementation require revisions in the planning policies;
- I. A commitment to an annual review process for the General Plan;
- J. Urbanization only in areas without significant potential for risk to life and property; non-urban land uses in the hillsides, southern Almaden Valley, and Coyote Valley;
- K. Urban Service Programs to establish a schedule for providing urban services commensurate with ongoing residential development assuring that financing is available to provide minimum necessary and essential facilities and services;
- L. An agricultural program to provide positive governmental actions to support a continuation of agriculture in Coyote Valley;
- M. Development of land uses and a transportation system which will encourage energy efficiency and the use of renewable energy sources, and the establishment of programs to achieve these goals through the retrofit of existing development.

BACKGROUND FOR PLANNING

An extensive array of background information has been reviewed and analyzed in the General Plan '75 revision. To the maximum extent possible, existing published reports and studies were utilized. These documents are identified in a bibliography in the Appendix. Some of the necessary background information required in the General Plan is also included in the Appendices. The purpose of this Section is to summarize the major findings and conclusions which have influenced the proposed policies and recommendations of the General Plan.

The data contained in this document which is derived from measurements/tabulations of the Land Use/Transportation Diagram, reflect the City Council's modifications in the Plan as proposed by the Planning Commission.

I-NATURAL ENVIRONMENT

A. Topography

The City of San Jose is located at the easterly side of the Santa Clara Valley. The Valley rises from sea level at the southerly end of San Francisco Bay to elevations of 150 to 400 feet easterly and southerly. The average grade on the Valley floor ranges from nearly flat to 2%.

To the southwest, the Valley gives way to the Santa Cruz Mountains, consisting of a number of complex ridges, with rugged slopes, varying in gradient from 40 to 60 percent, or more. The crest of these mountains lies at elevations of 2,000 to 3,400 feet. The highest point is Loma Prieta Peak at an elevation of 3,806 feet.

The eastern edge of the Valley is defined by the Diablo Range. The range consists of several parallel ridges with slopes varying between 20 and 60%, with small intervening valleys. The highest point in the San Jose Sphere of Influence is Copernicus Peak (elevation 4,372 feet) near the Lick Observatory at Mt. Hamilton. The lower foothills of this range have slopes ranging from 20 to 40 percent. The crests of these foothills vary from 1,000 to over 2,000 feet in elevation.

B. Climate

San Jose experiences a classic mediterranean climate modified by a significant marine influence from the Pacific Ocean. The principal characteristics of this type of climate are warm, very dry summers, and cool, relatively rainy winters. Average maximum temperatures in January and July are 57.6°F and 81.1°F, respectively. The average length of the growing season is about 325 days which, because of the urban heat island effect, is about 50 days longer than the growing season in the fringe areas of the City and outlying areas of North County. Of the 58 days of measurable rainfall experienced at San Jose

in an average year, 49 (84 percent) occur in the six months of November through April.

Winter wind is generally from a southerly direction. Summer afternoon winds flow from the northwest across the bay and have a substantial moderating effect on summer climate, particularly in the northern half of the city. Winds in the San Jose area are channelled by the northwest-southeast alignment of Santa Clara Valley.

C. Air Quality

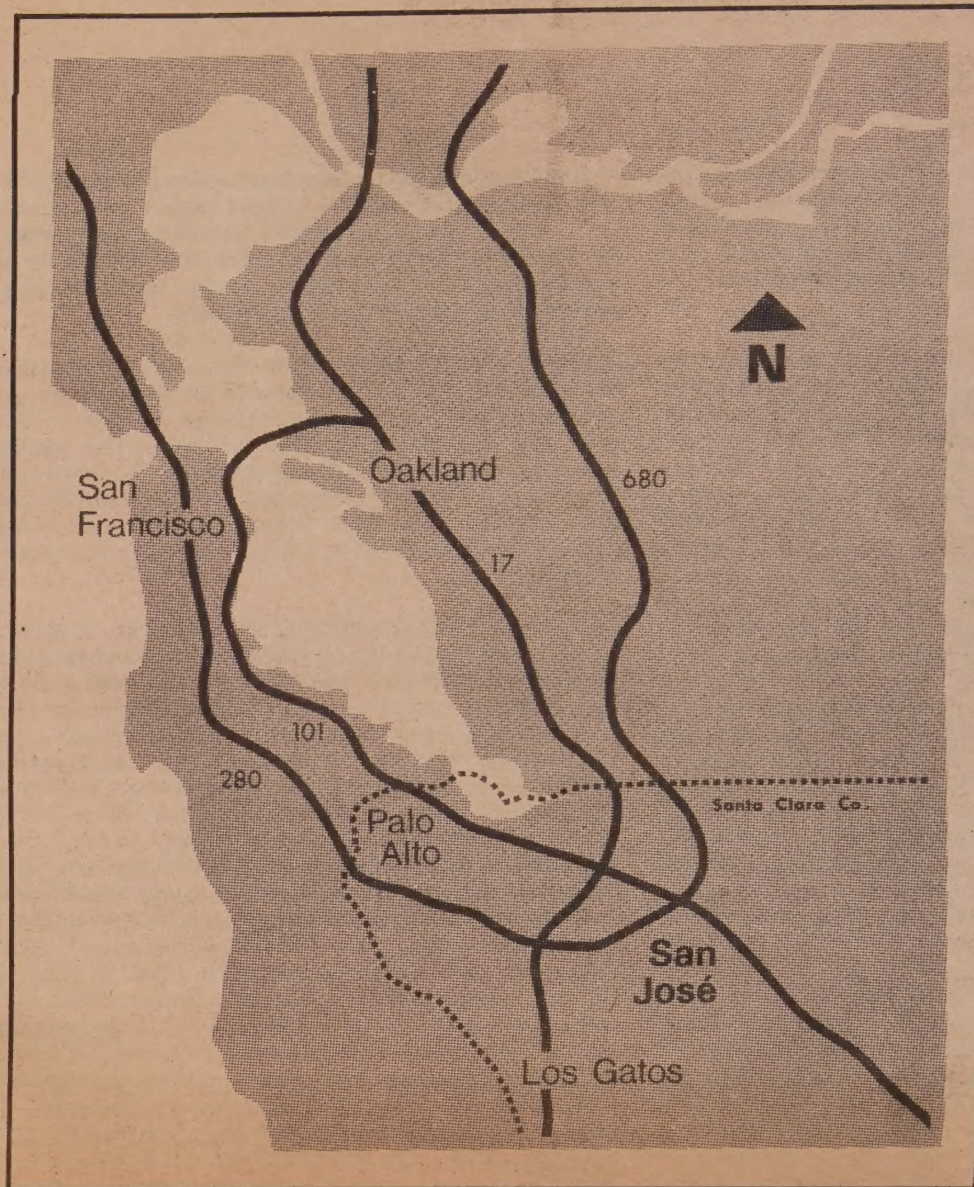
Air quality is materially affected by our climate and topography. Air is not allowed to move rapidly enough through San Jose to keep the air we breathe reasonably pure. Smoke, dust, odors, and other impurities are part of the natural environment. But what most people think of as polluted air is a much more serious problem. Polluted air is unattractive and harmful. It soils the environment and reduces visibility. It damages crops, forests and other plant and animal life. Most importantly, it threatens human health.

Various scientific yardsticks are used to decide when air becomes polluted. Actually, it's largely a matter of intuition mixed with scientific investigation: Air is "polluted" when it contains enough contaminants for enough time to harm humans, animals, plants or property. Ambient air quality standards have been set by Federal and State governments.



BRICK FACTORY - Courtesy Community Development Office

SAN JOSE REGIONAL SETTING



The standards define the maximum allowable levels in the open air necessary to protect the public health.

Air pollutants are most broadly classified in two categories: primary and secondary pollutants. Primary pollutants are emitted from a source and dispersed in the air in their original chemical compounds. These include emissions of carbon monoxide, nitrogen oxide, sulphur dioxide, particulates and hydrocarbons. Secondary pollutants are created by chemical reactions between primary pollutants. Photochemical smog is the chief example of this pollutant.

Carbon monoxide (CO) is a colorless, odorless, toxic gas produced when gasoline in an engine is not completely converted to carbon dioxide (CO₂). Medical and scientific research indicate that carbon monoxide at present freeway areas and major congested intersections increases the risk of heart attacks and human reaction time. Studies show that up to one third of urban populations have blood levels of carbon monoxide higher than those considered safe by physicians involved in air quality research.

Sulphur oxides are pollutants caused by the combustion in engines or boilers of sulphur contained in sulphur fuels. Sulphur oxides in the air are converted to sulphuric acid (H₂SO₄), which contributes to acid rain, or to the formation of suspended sulphates. Acid rain has produced dramatic slowdowns in rates of growth in forests in Sweden and New England, and can reduce or destroy agricultural production by acidifying the soil.

Hydrocarbon is a chemical compound and is emitted into the air as pollutants particularly from chemical, petrochemical and refinery installations and from automobiles. Oxides of nitrogen are gases which contribute to the formation of hydrocarbons and pose serious health problems themselves.

Lastly are particulates such as dust, soot, particles of smoke and any small suspended particle in the air. Particulates enter the lungs when air is breathed, and may lodge there, causing such diseases as emphysema, lung cancer and bronchitis.

The Bay Area Air Pollution Control District (BAAPCD) operates a network of air monitoring stations throughout the San Francisco air basin. The two monitoring stations that relate to the San Jose area are the San Jose station located on Fourth Street, and the Alum Rock station located on Piedmont Road. The San Jose station monitors all major pollutants. The Alum Rock station was recently activated (April, 1974) and monitors only particulates and oxidants.

The photochemical smog situation in the South Bay Region is presently quite severe. In 1973, the San Jose station experienced 55 days over the federal oxidant standard (.08 ppm - 1 hour). The year 1974 was characterized by less ventilation (slower winds) and, therefore, higher smog levels than for an average year. The Alum Rock station experienced 94 days above oxidant standard. The San Jose station experienced 85 days.

High carbon monoxide concentrations occur at the San Jose station. In 1973, the 8-hour CO standard (9 ppm) was exceeded there on 33 days. The 1-hour standard (35 ppm) was not exceeded during the year anywhere in the Bay Area.

Carbon monoxide is, by nature, a localized pollutant. Standards are generally exceeded during winter months when calm periods and ground level radiation inversions occur, and only in cities or near heavily travelled roadways. High CO concentrations occur close to Highways 101, 17, downtown, and at major congested intersections, but generally nowhere else in the project region.

The concentration levels of suspended particulates at the San Jose monitoring station are thought to be fairly representative of the entire San Jose area. In 1973, eleven percent of the days observed exceeded the state suspended-particulate standard (100 mg/m³ - 24 hours); and in 1974, 12 percent exceeded the standard. This was a decrease from the year 1972 when 17 percent of the days observed exceeded the standard. It is undetermined at this time if the decreasing trend is the result of better emission controls or possibly a typical annual climatic variation.

As shown by Figure 15, the long term implications of urban growth indicate that these air quality problems are not improving. The "Impacts" section will relate the General Plan to this problem.

D. Geology and Soils

The Santa Clara Valley floor is composed chiefly of confluent alluvial deposits from the surrounding mountain ranges. The soils in the area include clay in the low-lying areas, loam and gravelly loam in the upper portions of the Valley, and eroded rocky clay loam in the hills. In general, expansivities are high in the Baylands and the hills and moderate on the valley floor. Corrosivities are high in the baylands, high to moderate in the hills, and low in the valley floors. Bearing strength is high to moderate throughout the area except for the Bay muds which are very low. Agricultural land capabilities range from prime to watershed. The prime cropland is located throughout the valley floor with moderately good cropland and prime pastureland adjacent to the hills and the bay. The hillsides and valleys in the hills are moderately good rangeland. The ridge areas have little agricultural value and are best suited for watershed. Much of the unurbanized valley land in Almaden, Alum Rock, Berryessa, Evergreen, Coyote, Edenvale, and South San Jose planning areas is generally well-drained class I or II soils, regarded as the most productive for most types of agricultural production.

Subsidence of soils has occurred on the valley floor. It was first measured in the 1930's. The problem has resulted from withdrawal of ground water for agricultural, domestic and industrial uses which was greater than the natural or artificial replenishment. Development over large portions of the valley floor has reduced the percolation capacity of the land, thereby reducing natural replenishment. A total surface subsidence of approximately thirteen feet occurred in downtown San Jose between 1912 and 1969. Subsidence at the southern end of the Bay has been three to six feet.

The use of percolation ponds with water supplied from major creeks and water imported from interior valleys, now artificially replenishes some of the ground water supply. This water would otherwise be conveyed to the Bay.

San Jose is located in a region of very high seismic activity. The major earthquake faults in the region are the San Andreas near the crest of the Santa Cruz Mountains and the Hayward and Calaveras fault system in the Diablo Range.

Numerous other faults are located in the hills and the Valley. The Berryessa, Crosley, Clayton, Quimby, Shannon and Evergreen faults are potentially active faults which either traverse urban areas or lie in the path of possible urban expansion. The potentially active Silver Creek fault underlies much urban area on the valley floor. Its location has not been defined in the Santa Clara Valley and its recent activity is undetermined.

E. Hydrology

The hills and mountains around the Santa Clara Valley are the source of numerous perennial and intermittent creeks. The major waterways include Los Gatos Creek, Guadalupe Creek and Alamos Creek flowing out of the Santa Cruz Mountains; Coyote Creek and a host of tributaries including upper and lower Penitencia Creek and Silver Creek flowing out of the Diablo Range; and Fisher Creek with headwaters on the western side of Coyote Valley.

Permanent bodies of water include Lexington Reservoir on Los Gatos Creek, Guadalupe, Almaden and Calero Reservoirs in the Santa Cruz Range, and San Francisco Bay.

Much of the land adjoining creeks is subject to flooding at intervals. It is calculated that the "100-year flood" would affect much of the Coyote Valley, a wide area on either side of Guadalupe Creek, much of the area east of Bayshore Freeway and most of the area bounded by Bayshore Freeway, Highway 17, and the Bay. In addition to flooding from runoff, the Alviso area to a line south of Highway 237 (Alviso-Milpitas Road) is subject to tidal action; tidal flooding in this area is largely prevented by a system of dikes, although a combination of higher than usual tides and heavy storm runoff could result in flooding in this area.

There are five important sources of water as used in Santa Clara County. These are (1) local surface runoff, (2) ground water, (3) raw untreated water imported through the South Bay Aqueduct by the Santa Clara Valley Water District, (4) water from the South Bay Aqueduct treated at the Rinconada and Penitencia Water Treatment Plants of the Santa Clara Valley Water District, and (5) water imported by the San Francisco Water Department, a portion of which is sold to neighboring cities, districts and agencies.

■ BACKGROUND FOR PLANNING

The three major ground water basins, which are interconnected and underlie nearly 30 percent of the total County area, are the Santa Clara Valley, Coyote, and Llagas. Ground water supplies nearly 60 percent of the total water used in the Santa Clara Valley basin area and nearly all of that used in the Coyote and Llagas basin areas.

Ground water in Santa Clara County occurs in both the confined and unconfined condition. The unconfined condition exists along the peripheral areas of the Santa Clara Valley basin throughout the Coyote basin, and in the area north of Rucker Avenue in the Llagas basin. In the confined areas, ground water is generally pumped from the deeper aquifers (more than 150 feet deep). This water is generally of a better quality than that found in the overlying shallow aquifers (less than 150 feet deep).

The ground water pumped from most of the existing wells in the County generally is of good quality. However, areas near the bay experience salt water intrusion; and the migration of saline water up tidal channels causes contamination. These occurrences of salt water intrusion are possible because of the subsidence which has resulted from historical groundwater overdraft.

The sources of pollution in urban water runoff include debris and litter from streets, debris from open land areas, publicly used chemicals, air-deposited substances, sediment resulting from construction, dirt, and oils and contaminants from vehicles.

Comparable pollution may be experienced from rural water runoff from two prime sources; agricultural activities and erosion. Pesticides, fertilizers, and animal wastes in concentrations can be strongly contaminating or polluting factors, particularly in spot locations.

F. Flora and Fauna

The undeveloped areas in the San Jose sphere of influence support a wide variety of ecosystems. Natural communities in the region range from water associated – salt water, fresh water, upland marshes; to grasslands, swamps and scrub brush; to foothill woodlands and coniferous forest.

The following plants are rare or endangered in Santa Clara County: Coyote ceanothus (*Ceanothus ferrisiae*); Mt. Hamilton thistle (*Cirsium campylon*), fountain thistle (*Cirsium fontinale*), Pt. Reyes bird's beak (*Cordylanthus maritimus*), Mt. Hamilton coreopsis (*Coreopsis hamiltonii*), talus fritillaria (*Fritillaria falcata*), Marin dwarf flax (*Hesperolinon congestum*), Contra Costa baeria (*Lasthenia conjugens*), Dudley lousewort (*Pedicularis dudleyi*), Gairdner's yampah (*Perideridia gairdneri*), Mt. Diablo phacelia (*Phacelia phaceliodes*), glabrous allocarya (*Plagiobothrys glaber*), rock sanicle (*Sanicula saxtillis*), Metcalf Canyon jewel-flower (*Streptanthus albidus* ssp. *albidus*), and royal streptanthus (*Streptanthus callistus*).

Three general areas are the habitats of a variety of endangered and protected animal species: (1) Diablo Range and foothills – American Bald Eagle and Golden Eagle, (2) Santa Cruz Mountains – California Condor, California Mountain Lion and Golden Eagle, and (3) Baylands – California Least Tern, California Clapper Rail, Salt Marsh Harvest Mouse and Brown Pelican.

II - SOCIO - ECONOMIC ENVIRONMENT

Metropolitan San Jose shares with the Los Angeles and San Diego Areas the distinction of being a newly-evolved urban type, distinctly California in character.

The urban structure is an accommodation to automobile travel and lacks the central orientation and compactness of older cities. The social structure is largely that associated with suburban life and single-family tract home developments.

The rapid economic development of the San Jose area has attracted primarily a young, working age population. As of the 1970 census, the median age was 24.4 mostly composed of families with children (64% of all heads of households are under 45 years of age). In 1970, the average household size was 3.35 persons per household, which is among the highest of any major city in the United States.

San Jose residents tend to be affluent and highly mobile within the metropolitan area. The \$10,854 median family income in 1970 was among the nation's highest for large cities. Despite the high intra-county mobility (40% changed dwellings between 1965 and 1970), San Joseans tend to be homeowners rather than renters by three to one.

Approximately 28% of San Jose's total population is classified "minority". The highest percentage of this group is strongly influenced by a Spanish heritage. This group which is bilingual, comprises 22% of the total population. This Spanish speaking population is mostly concentrated in the Central and Alum Rock Planning Areas, which have 53% of the total Spanish speaking population. Although small in total number (1305 total population), 65% of the Alviso population is Spanish speaking.

The rising affluence of San Jose and the County is not uniformly distributed throughout the area. San Jose has tended to capture less of this prosperity than other parts of the County. Trend analysis suggests that the County's population is becoming more segregated residentially by income and ethnic group, while the affluent areas are experiencing greater per capita economic growth than the less affluent areas.

San Jose is a socially and economically heterogeneous community. In general, the area closer to the central core tends to have more social and economic problems. Willow Glen and Central planning areas have most of the housing built before 1950 and lower income rental units. Willow Glen's population, however, is less mobile as a whole than the rest of San Jose. Central is even less affluent, with the oldest housing in San Jose, a large number of single person households and rental units, and a higher rate of social problems. The planning areas to the east such as Alum Rock, Berryessa and Evergreen approach the County norm in income and life-style in the area near the foothills. The portions closer to the central part of San Jose, however, have high minority composition and are generally less affluent.

West Valley, Almaden and most of Edenvale can be characterized as areas of "solid middle class life", with single-family subdivisions built since 1950. Cambrian-Pioneer is similar in

profile except for a greater diversity of housing units by type and age. Alviso, on the other hand, is a concentrated Hispanic community marked by older single-family homes, high unemployment, crowded households and below average family income.

III - ECONOMIC SETTING

The economy of the City of San Jose exists and interacts within the economy of the County. Although the County economic base interacts with the regional economy, it has become increasingly independent, particularly since manufacturing, its principal economic sector, is aimed at markets which extend nationally and internationally rather than concentrating on the consumer markets in Northern California.

Currently, Santa Clara County has an array of consumer and business services which are increasingly sufficient to handle most local needs. In addition, employment income earned locally is initially spent locally and is often recirculated many times entirely within the local economy. A high income-multiplier effect is generated which creates additional jobs and expansion of the service sector. The viable rural agricultural areas to the south have a minor role in the economy compared to manufacturing consumer markets and business services.

Initially, industrial development centered in the north county, although it is now trending southward towards San Jose. However, the sequence of this trend triggered substantial



BUS STOP SANTA CLARA STREET

residential development in San Jose requiring a disproportionate share of San Jose's residents to travel to other cities for employment. San Jose's recent aggressive industrial development policy has promoted additional manufacturing, warehousing, and research and development firms throughout the urban area. This is designed to improve employment opportunities and City's tax base which is now overly dependent on residential property taxes.

The area's economic orientation toward advanced technology research and development activities, as well as manufacturing, has a labor force counterpart which is highly skilled and highly paid (compared nationally). This is the result of change in the local economy which saw low-skilled and low-paid agricultural workers replaced by a new labor force attracted by the area's growth and employment opportunities. Santa Clara County currently has among the highest median household income among metropolitan areas nationally. Although the number of workers has increased in the past for all major employment groups (excluding farm workers): blue collar, white collar, and service; white collar has grown proportionally more - from 53% of total employees in 1960 to 59% in 1970. Employment distribution by employment category is given below:

Occupational Distribution, Total Population 25 years and Older in Santa Clara County

White Collar	59.1%
Blue Collar	29.1%
Service Workers	10.9%
Farm Workers	1.0%

Source: U.S. Census, 1970

(Note: 1975 Census information was not available)

Because of the dominance of electrical, machinery, and ordinance industries, the local occupational mix differs substantially from that of the region, state and nation. In general, skill levels necessary for local advanced technology industries are higher than that required in most other labor markets. Moreover, the growth of the local services industry, which provides nearly one-third of all jobs in the area, intensifies the need for white collar workers. Employment in this sector is principally involved in educational, medical and business services which require concentrations of professional and technical personnel. As a result, Santa Clara County has a substantially larger proportion of white collar workers than California as a whole.

However, the City and County also have an abundance of workers seeking semi-skilled and unskilled positions who do not meet the labor needs of most of the area's industrial sectors.

IV-URBAN SETTING

A. Existing Land Use

It is the pattern and extent of the present urban uses which define the visual and functional character of San Jose. There does remain, however, a significant amount of undeveloped land on the valley floor. Through careful planning and community involvement, the desired community can be achieved.

Figure 1 gives a breakdown, by detailed categories, of the uses of the land within San Jose's sphere of influence. The data covers three points in time, the latest being 1974. As the chart indicates, more land is used for agricultural purposes than for any other use. This is rather misleading, however, since the greatest part of the "agricultural" use is attributable to the sparsely-used hillsides surrounding the valley floor.

Residential use is far and away the most prevalent urban use in San Jose. It represents approximately 45% of urban uses. The residential uses in San Jose display some distinct characteristics. For one, the availability of relatively inexpensive land in San Jose (inexpensive only in comparison to even higher land costs in other parts of the North County) within reasonable commuting distance of county job markets, has attracted most of the market of medium-priced, single-family homes in Santa Clara County over the past fifteen years. This market was substantial due to the economic expansion of the period, and resulted in a particular type of population growth, i.e., families with children. Thus, the City's household composition and its mix of dwelling types both reflect, and affect, each other.

In 1975, 75% of the City's dwelling units were single-family detached dwellings. Only Milpitas, Campbell, and the high-income enclaves of Los Altos and Saratoga have larger proportions of single-family detached dwellings.

Another distinct characteristic of the City's residential development is its homogeneity, which is reflective of the City's rapid growth as well as its population composition. The housing stock is typified by a preponderance of suburban ranch-style houses on 6,000 square foot lots, nearly half of which have been built since 1965. Typical subdivisions border local thoroughfares and back up to major arterials, local shopping centers, and strip commercial developments.

Multiple-family development is characterized by low profile (two or three story) moderate density (approximately 25 units to the net acre) apartments with rental ranges for low to middle-income families. These apartments are widely dispersed throughout the City, but with the largest concentrations being in the central and western parts of the City. Few apartment developments exist near the urban fringes. Apartment projects are generally located adjacent to major streets.

Commercial development in San Jose has also taken on a distinctive character. Outside of the downtown Core Area which provides for very specific needs, and has most recently become a major regional financial center, commercial development exists in the form of neighborhood and community commercial centers, strip commercial development along arterial streets, and regional shopping centers. This pattern of commercial development evolved in response to the dispersed nature of the residential population. Neighborhood centers have located adjacent to residential neighborhoods and meet the need for food and drug convenience items needed on a daily basis. Community commercial centers provide for these convenience needs as well as for a larger range of shopping needs, and serve more than one neighborhood. They are generally located at or near the intersections of major arterials or expressways. Regional shopping centers have greatly diminished the regional role of the downtown Core Area, at least as a retail center. The Core Area is making a comeback as a financial, cultural, and entertainment center.

Strip commercial development is a term loosely applied to commercial development along major streets, which may be continuous or scattered in nature. Some of the older of these areas actually function as neighborhood business districts. Lastly, some individual commercial establishments, by virtue of their size and range of goods and services provided, perform the same function as a shopping center.

Industrial development in San Jose has occurred in a widely dispersed manner throughout the City, either as expansions in areas of historical development such as the food packing areas between Seventh Street and Highways 17 and 101 or in the heavy industrial areas between Stockton Avenue and Guadalupe Parkway, or in new industrial "reserves." Within the older industrial areas, industrial facilities have become under-used due to technological obsolescence.

FIGURE 1 CITYWIDE LAND USE DATA

Refer to explanatory sheet for explanation of land use codes	Single Family 01	Multiple Family 02-07	Mobile Home 08	Non-Manufacturing 10-19, 44-49	Manufacturing 20-39	Shopping Center 50-52	Offices Banks & Clinics 53-55	Other Commercial 53-58	Public & Quasi-Public Structures 70-79	Public & Quasi-Public Open Space 80-99	Agriculture 90-99	Vacant 69	Freeways 41	Local Streets 42	Railroads 43	TOTAL
1967 Acres a	17194.10	1630.20	297.07	3011.99	1240.34	348.41	250.68	1348.05	3999.94	3353.73	131369.97	6880.17	1271.14	9974.25	561.16	182731.20
	9.40%	0.89%	0.16%	1.60%	0.67%	0.19%	0.13%	0.73%	2.19%	1.84%	71.80%	3.77%	0.70%	5.46%	0.31%	
1967-1973 New Development ¹ b	5885.46	1228.97	493.41	1402.47	91.48	296.76	102.20	365.59	864.56	1005.39	-11316.08	-3112.59	330.40	2362.02	0	
	40.79%	8.52%	3.42%	9.72%	0.63%	2.06%	0.71%	2.53%	5.99%	6.97%	-	-	2.29%	16.37%	0.00%	
1973 Acres c = a + b	23079.56	2859.17	790.48	4414.46	1331.82	645.17	352.88	1713.64	4864.50	4359.50	120053.89	3767.58	1601.54	12336.27	561.16	182731.24
	12.63%	1.56%	0.43%	2.42%	0.73%	0.35%	0.19%	0.94%	2.66%	2.39%	65.60%	2.06%	0.88%	6.75%	0.31%	
1967-1974 Changes ² d	-407.44	97.18	-20.78	-126.60	-79.07	101.69	35.17	-62.84	-27.49	-271.00	-1909.20	2499.09	171.32	0	0	
1973-1974 New Development ¹ e	574.61	114.73	7.12	93.95	8.64	49.84	20.27	54.09	171.82	10.22	-1119.61	-423.32	210.75	226.88	0	
	37.24%	7.44%	0.46%	6.09%	0.56%	3.23%	1.31%	3.51%	11.14%	0.66%	-	-	13.66%	14.70%	0.00%	
1974 Acres f = c + d + e	23246.73	3071.08	776.82	4381.81	1261.39	796.70	408.32	1704.89	5008.83	4098.34	117025.08	5843.35	1983.61	12563.15	561.16	182731.26
	12.72%	1.68%	0.43%	2.40%	0.69%	0.44%	0.22%	0.93%	2.74%	2.24%	64.00%	3.20%	1.09%	6.87%	0.31%	

SOURCE: City of San Jose Planning Department

In those cases in which planning area boundaries encompass territory which is outside the City's sphere of influence, the data applies only to that portion of the planning area which lies within the City's sphere.

¹New Development: This category contains land which was either vacant (69) or agriculture (90-99) in 1967 and developed within the year(s) indicated.

²Changes in Use: This category contains land developed by 1967 but which has changed in use to another developed area, or has changed from a developed use to vacant (69) or agriculture (90-99).

SANTA CLARA COUNTY LAND USE CODE

RESIDENTIAL	
01	Single Family single family detached dwellings only.
02-07	Multi-Family duplexes, apartments, townhouses, condominiums, boarding houses, and all other multi-family dwellings.
08	Mobile Homes
INDUSTRIAL	
10-19, 44-49	Non-Manufacturing building materials dealers, warehousing, wholesaling, research and development, equipment storage yards, heavy commercial, utilities, communication, air, bus, and truck transportation, and others.
20-39	Manufacturing food products, apparel, wood products, papaer, printing, publishing and reproduction, machinery, instruments and all other manufacturing.
COMMERCIAL	
50-52	Shopping Center regional, community and neighborhood centers.
59	Offices, Banks and Clinics
53-55	Other Commercial business districts, isolated stores, small commercial, clusters, strip commercial, auto-oriented businesses and others.
PUBLIC AND QUASI-PUBLIC STRUCTURES	
70-79	Schools, school playgrounds, public buildings, hospitals, churches, fraternal halls, unions, military bases and others.
PUBLIC AND QUASI-PUBLIC OPEN SPACE	
	Parks, playgrounds not associated with schools, cemeteries, golf courses, commercial and non-profit open space uses and others.
AGRICULTURE	
90-99	Quarries and other extractive uses, orchards, field crops, pasture and range land, reservoirs, water supply and flood control lands, forest and brushlands, water areas, marshes, swamps and tidal flats, extensive testing facilities.
VACANT	
69	Vacant land in urban areas.

SOURCE: Santa Clara County Planning Department

BACKGROUND FOR PLANNING

The City's active promotion of industrial development has caused some firms to rebuild in these areas, however, bringing about momentum for further revitalization. Historically, San Jose's reluctance to accept heavy, polluting industries, as well as certain market constraints, limited their development. As a result, the City's industrial base grew with an emphasis towards lighter manufacturing, warehousing, and some limited food processing.

The rapid urbanization of the fifties and sixties and the heavy influx of high technology and defense industry on the Peninsula fostered secondary growth such as the I.B.M. facility in San Jose. These developments were not inclined to locate in older established industrial areas. New industrial areas were created, with an emphasis on light manufacturing. The character of residential sprawl has been mirrored by the City's industrial base, in its low profile and density throughout the community.

B. Urban Service Area Annual Review

The purpose of the Urban Service Area Annual Review is to analyze the amount and type of urbanization which occurred during the past year and to evaluate changes in development trends. This review covers only the Urban Service Area—lands which are now served by existing urban facilities, utilities, and services, or which are proposed to be served by urban facilities, utilities and services provided in the City's adopted Five-Year Capital Improvement Program. This analysis does not cover lands which are in San Jose's Sphere of Influence but which are outside the Urban Service Area. For the purposes of this analysis, vacant land is assumed to be absorbed, or urbanized, when building foundations have been constructed. Each year, aerial photography and field surveys are used to identify land which has been absorbed and to determine the newly-urbanized land use. The actual annual absorption of vacant land is then compared with the five-year average absorption rate and with the absorption which had been projected to occur. In this way, actual development can be compared with the General Plan's goals and projections and the pool of vacant land can be expanded, if necessary, to accommodate continued growth.

Figure 2 graphically illustrates the trend in land absorption in 1970 through 1990. For each fiscal year, this figure indicates the averaged annual rate of land absorption for industrial and non-industrial land. The figure's projections demonstrate that the amount of industrial land absorption should remain essentially constant for each year through 1990, and that non-industrial land absorption for those years will gradually decline. These trends are reflections of the General Plan's policies of continuing residential growth, but at somewhat higher densities on in-fill properties, and of encouraging industrial development in order to provide job opportunities for San Jose's resident workers. Growth during 1979-80 is generally consistent with these projected trends.

Figure 3 shows the amount of development which occurred in 1979-80 by land use type and by planning area. Some differences not accounted for by urban development over the past five years exist between the land use inventory of November 1974 and the current tabulation. The greatest difference exists in the industrial category, because the 1974 definition includes the water pollution control plant, airports, other utilities, and transportation uses. In the current analysis these uses have been placed in the "Other Urban" category so that the "Industrial" category actually reflects the amount of land developed as private industry. As shown in Figure 3, 1,274 acres of land were absorbed in 1979-80, resulting in a five-year average annual absorption rate of 1,297 acres per year. This represents a decline in total land absorption from a 1,840-acre average (1970-75) when the Plan was adopted, and from the previous five-year (1974-79) annualized average of 1,352 acres. This decreased rate of land absorption for 1979-80 appears to be due to several factors, particularly to a change in the type of residential construction occurring.

In terms of specific land uses, industrial growth was considerably stronger during 1979-80 than was residential growth. Compared to a five-year average of 166 acres, 222 acres of industrial land were absorbed last year. This figure reflects the success of the City's efforts to encourage industrial development; it also shows that, as North County industrial land supplies are depleted, development is moving south into San Jose.

Residential development in 1979-80 occurred on 608 acres of land, compared to 803 acres in 1978-79 and to a five-year (1975-80) average of 738 acres. Although the amount of land absorbed for residential uses has decreased, the level of building permit activity does not show a corresponding decline. From this information, it appears that residential development is occurring at a higher density than in previous years (thus requiring less land absorption). Redevelopment of previously-urbanized land could also be responsible, in small part, for this phenomenon. Such development, at somewhat higher densities and on in-fill or redevelopment parcels, is consistent with General Plan policy. Even with the reduced rate of land absorption, San Jose is continuing to provide the majority of new housing units for the County's expanding work force.

FIGURE 2 TREND PROJECTION OF INDUSTRIAL AND NON-INDUSTRIAL LAND ABSORPTION

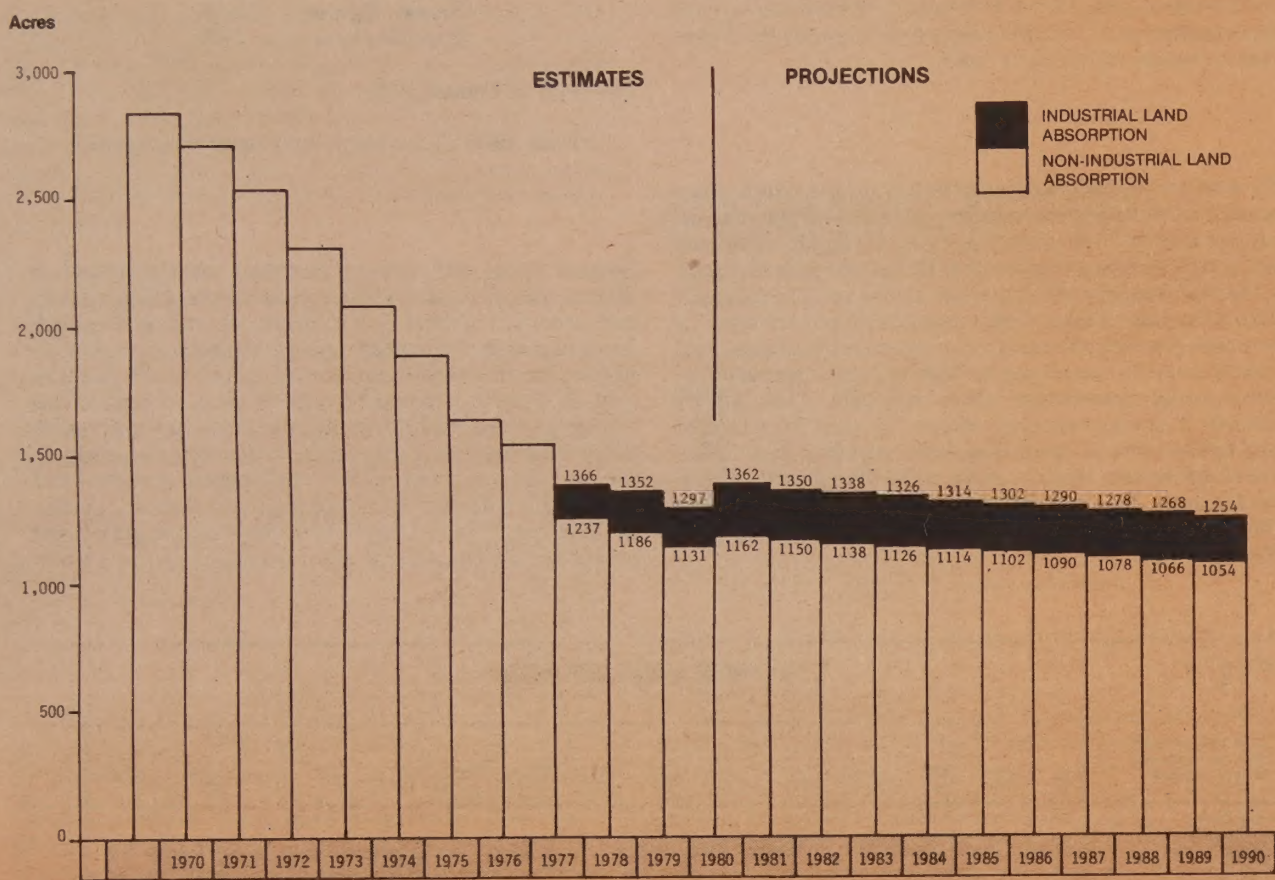


FIGURE 3 VACANT LAND DEVELOPED WITHIN THE URBAN SERVICE AREA 7/1/79-6/30/80

PLANNING AREA	LAND USES DEVELOPED (NEW ACRES)						Total (Gross Acres)
	Residential	Commercial	Industrial	Streets	Urban Open Space	Other Urban	
Almaden	142.1	0.7	0	21.5	0	0	164.3
Alum Rock	115.7	8.6	5.9	21.2	0	3.6	155.0
Alviso	0.2	0	0.7	0	0	0	0.9
Berryessa	2.9	0	30.3	4.1	0	0	37.3
Cambrian/Pioneer	8.6	6.8	0	2.1	0	0	17.5
Central San Jose	6.3	6.8	8.0	0	0	0	21.1
Edenvale	100.3	9.2	30.2	37.3	0	7.9	184.9
Evergreen	155.9	13.1	1.2	45.7	203.9	0	419.8
North San Jose	25.9	10.8	113.0	15.8	0	0	165.5
South San Jose	30.9	1.8	33.1	5.6	0	0	71.4
West Valley	7.9	9.5	0	1.4	0	0	18.8
Willow Glen	10.8	3.0	0	2.4	0.8	0	17.0
Total	607.5	70.3	222.4	157.1	204.7	11.5	1273.5
Percent	47.7	5.5	17.5	12.3	16.1	0.9	100.0

Absorption of land for commercial, public, and quasi-public uses continues to decline. Development of these uses was at a higher level early in the 1970's, in anticipation of future population and employment growth. As many of these facilities are now in place, absorption of land for these purposes would be expected to decline. One exception to this statement is the development of Lake Cunningham Park in the Evergreen Planning Area. This major recreational facility, presently under construction, accounts for almost all of the land absorption in the "Public Park and Open Space" category.

In order to determine whether the present rate of growth can continue through the time frame of the General Plan, an assessment of the urbanized and vacant land in the Urban Service Area is needed. At the present time, the Urban Service Area contains approximately 84,104 acres. Of that total, 65,995 acres or 78% were developed as of July 1, 1980. The composition of the urbanized land uses, in acres and percentages is as follows:

Total	Res.	Comm.	Ind.	Streets	Urban Open Space ¹	Other Urban ²
65,995	30,354	3,403	4,131	15,677	2,561	9,869
100.0%	46.0%	5.2%	6.3%	23.7%	3.9%	14.9%

The remaining 18,109 acres (22%) are undeveloped lands considered vacant for the purposes of this analysis. Of this undeveloped land, approximately 322 acres are included in planned transportation corridors and have not been included in further analysis of the City's vacant land. Figure 4 shows the amount of vacant land, by General Plan designation which was in the Urban Service Area as of July 1, 1980. This, in general, is the pool of land available for future urban development.

Previous discussions of vacant land have attempted to differentiate committed land - those with approved development permits or tentative maps - from vacant non-committed land, in an effort to more precisely determine the amount of land which was readily available for acquisition and development. This year, such an analysis has not been done, primarily due to the problems associated with the definition of "committed" land. In some cases, approval of a zoning, particularly a Planned Development zoning, is a clear commitment, and development based upon that approval proceeds rapidly. In other cases, a Tentative Map could be approved, yet no development takes place and the property is later sold and developed differently than depicted on the Tentative Map. Some would argue that ownership by an industrial development firm constitutes a commitment, yet certainly it would be diffi-

cult to identify which property owners represent a commitment and which do not. In short, if land is included in the Urban Service Area and designated on the General Plan for urban uses, then it is available for that urban development, in terms of the City policies. This analysis focuses on the supply of land available for development in the short and long terms.

Not all of the vacant land in the Urban Service Area is available for development in the short term (1980-85). Roughly 1,446 acres within the Urban Service Area are not now planned for urban uses, but are designated for either Non-Urban Hillside or Rural Residential. In most cases, this designation was applied because of the property's slope, geologic, or service-related constraints. Also, there may be some properties planned for urban use which would not develop in the short term because planned services - particularly the transportation system - have not yet been constructed, or because some characteristic of the site places some physical constraint on development (such as flooding or airport safety). Such factors may limit development in the short term; however, analysis of urbanization over the past six years indicates that these types of conditions can be overcome during the development process and do not represent a long-term constraint.

Based on the 1979-80 land absorption rate, approximately 5,655 acres of land would be absorbed over the next five years for all non-industrial uses. The pool of land upon which this urbanization will occur consists of at least 10,613 acres, that being the amount of land which is in the Urban Service Area and planned for an urban, non-industrial use. For continuation of non-industrial growth in the short term, the present supply of land appears quite adequate. For industrial uses, the pool of land in the Urban Service Area and planned for industrial land absorption, short term (1980-85) growth would be expected to absorb 830 acres of land, an amount clearly accommodated within the available land pool.

The pool of land available for development in the long term (through 1990) is somewhat different than that available in the short term. All parcels in the Urban Service Area which are now planned for urban use will be available for absorption; that is, the temporary physical or service-related constraints mentioned earlier are assumed to have been removed. In addition, some of the land designated for non-urban uses in free-standing hill areas of the valley floor may become non-constrained as a result of General Plan review and more detailed study, thereby adding to the pool of land available for development. Finally, the Land Use Diagram does designate some urban uses outside the present Urban Service Area, since incremental expansions of the boundary are anticipated as City

services and facilities become available. This expansion area currently contains approximately 855 acres. Over the time frame of the General Plan, the pool of land available for urban development is expected to increase to approximately 18,622 acres.

In order to assess whether this vacant land pool will be adequate for growth between now and 1990, a number of factors must be considered: general economic conditions, land and housing costs, industrial expansion, the types of residential units built, environmental factors, political attitudes, and demographic trends. The General Plan's projections attempt to take these factors into account. Although the trend of land absorption is expected to vary considerably over the next several years, making absolutely precise projections difficult, the annual monitoring and update process would allow adequate lead time for amendments to General Plan assumptions and projections.

Present trends in residential development indicate a shift to somewhat higher densities, even though the single-family ownership unit continues to be the predominant housing type. This trend will enable the same number of dwelling units to be accommodated on fewer acres than in the past. The private redevelopment, remodeling and intensification of commercial areas also accommodates new uses on fewer acres. In response to these trends, the General Plan projects a gradual decline in the amount of land absorbed for non-industrial uses. At the present rate of non-industrial absorption, 9.4 years of growth could occur without expansions of the present Urban Service Area.

Average annual industrial absorption was relatively slow until the City established an economic development program to encourage a more balanced community. The projected industrial land absorption rate is an average of 200 acres per year. The acreage of industrially-designed land absorbed in fiscal year 1979-80 was approximately 220 acres, slightly higher than projected. At the projected rate, the current supply of industrially-designated land will provide for 28.6 years of absorption. While sufficient land is available for development, expansions of the Urban Service Area may be necessary to provide appropriate sites for specific types of industrial uses.

The conclusions of this year's Annual Review are: (1) the assumptions, projections and policies of the General Plan do not warrant revisions based on the growth activity of the past year; and (2) the amount of vacant land absorbed for urban development was less than that projected for this year and thus does not require an expansion of the Urban Service Area boundary to accommodate growth in excess of that anticipated for this point in time, though Urban Service Area boundary adjustments may be recommended to implement the Plan's economic development and housing production objectives. As growth continues, the General Plan's projections and assumptions will continue to be reviewed as part of this Annual Review of the Urban Service Area. This process will provide the opportunity to adjust projections and development trends and to propose General Plan amendments and Urban Service Area expansions as necessary. In this way, development consistent with the General Plan's goals and policies will continue throughout the time frame of the Plan.

FIGURE 4 VACANT LAND BY GENERAL PLAN DESIGNATION
SAN JOSE URBAN SERVICE AREA
JULY 1, 1980 (GROSS ACRES)

PLANNING AREA	Non-Urban	Single Family	Multi-Family	Commercial	Industrial	Public Quasi-Pub.	Pub. Park & Open Sp.	Other	Total
Almaden	395.5	642.1	40.3	15.9	30.0	11.8	299.2	553.8	1988.6
Alum Rock	2.0	685.2	190.7	69.8	149.6	67.5	312.3	57.1	1534.2
Alviso	0	74.0	0	9.5	432.4	490.9	7.1	0	1013.9
Berryessa	186.9	445.0	96.9	9.3	1206.9	20.2	130.1	8.1	2103.4
Cambrian/Pioneer	10.8	48.2	153.8	29.2	14.8	0	34.2	0	291.0
Central	0	17.9	68.1	26.0	120.1	9.0	11.2	64.9	317.2
Edenvale	189.7	650.0	409.2	85.3	1140.4	82.0	333.6	5.5	2895.7
Evergreen	180.8	2321.4	183.9	83.2	217.7	121.1	154.7	4.7	3267.5
North San Jose	0	36.5	0	104.4	1885.9	104.7	5.0	0	2136.5
South San Jose	480.1	148.7	207.5	68.3	525.7	48.6	390.8	19.9	1889.6
West Valley	0	18.3	76.7	28.5	3.3	7.4	10.5	2.1	146.8
Willow Glen	0	38.5	88.8	42.9	1.4	11.0	14.9	5.0	202.5
Total	1445.8	5125.8	1515.9	572.3	5728.2	974.2	1703.6	721.1	17786.9

NOTE: The total indicated on this figure may vary from the total vacant area in the Urban Service Area as used elsewhere in this discussion. The difference is due primarily to the vacant transportation corridors not enumerated here. The "Non-Urban" category includes the General Plan designations of Non-Urban Hillside and Rural Residential. The "Other" category includes Private Recreation, Private Open Space, Agriculture, Airport Approach Zone, and the various special Core Area designations.

V-SAN JOSE'S ECONOMIC POTENTIAL

One of the particular concerns of the General Plan is the consideration of the long term potential for economic development in San Jose and the provision of appropriate lands for industrial uses. As indicated in the previous section, the land available for industrial development is adequate for the projected needs to 1990 and provides for continued economic development thereafter. Long-range planning for industrial land needs has been effective since the mid-1960's. Land has been reserved for industrial development in spite of short-term pressures for development to other uses.

The analysis of economic potential quantifies the amount of industrial land that will be required to accommodate projected employment growth and development activity. Future economic growth is needed to provide an economic balance in the City's employment and tax base. The economic potential was analyzed in the context of employment and the development trends for the metropolitan area and region.

1. "Urban Open Space" includes City and County Parks, 1,126 acres; Golf Courses, 1065 acres; and percolation ponds, 187 acres.
2. "Other Urban" includes such uses as schools, government facilities, churches, hospitals, cemeteries, airports, disposal sites, etc.



IBM SANTA TERESA - Courtesy IBM

A. Inventory of Industrial Land

The GP'75 program developed, for the first time, a complete analysis of industrial land use and zoning. The inventory points out the types of land uses developed as well as the vacant industrial acreage now planned and zoned. The inventory data is presented in the GP'75 Informational Report on *San Jose's Economic Potential*. Through the GP'75 planning process additional areas for industrial development were identified, resulting in an increase of available industrial from 3,950 to approximately 4,900¹ net acres. This inventory represents a wide variety of locations and parcel sizes in areas of widely differing industrial character. This variety is beneficial since a wide range of site choices are provided.

The additional areas proposed for industrial development were selected to provide for those industries adaptable to a suburban setting. The single user, campus style industry that is not attracted to a standard industrial park environment could also be accommodated in the locations designated on the Land Use Diagram. Annual review of the General Plan will provide for the further evaluation of these proposed locations.

B. Economic Development Trends

The historical trend of industrial development in Santa Clara County is extremely influential on San Jose's economic potential between now and 1990. The attraction of industry to the North County cities beginning in the late 1940's started a trend which has continued to the present. In almost mechanical sequence these cities' industrial development has blossomed. The chief impact on San Jose during the past 25 years was the strong demand for housing and related commercial development. IBM in Edenvale is the most notable exception to the trend of industrial location in the North County. To some extent, San Jose's industrial development was not totally dominated by the County trend due to the City's size and mix of industries different from electronics firms such as FMC and the food processors.

Fortunately, this trend is beginning to change and the internal dynamics of San Jose are beginning to exert more influence on economic development. Such attractions as the airport, the downtown Core Area financial office complex, the foreign trade zone, the intersecting regional freeways and San Jose's huge labor force all contribute to a change in the City's attractiveness for economic development. However, a realistic appraisal of the County picture indicates that other cities still have a great deal of new development activity, active promotional programs, and, in the aggregate, a respectable amount of vacant land.

1. Countywide Land Absorption

The following chart illustrates the present land absorption trend and suggests positive changes by 1990. Industrial development is essentially "built out" in Palo Alto. Both Mountain View and Cupertino appear to have significant short-term development potential. However, the majority of new development is occurring in Sunnyvale, Santa Clara and San Jose. The rest of the County is absorbing a negligible amount of industrial land.

Countywide Industrial Land Absorption

	1975	
	Vacant Industrial gross acreage	Annual absorption net acreage
Palo Alto	190	4
Mountain View	400	25
Cupertino	174	18
Sunnyvale	1170	100
Santa Clara	1300	130
San Jose	4650	120
Subtotal	7884	397
Balance of County	4172	18
County Total	12056	415

Source: Individual City General Plans, Zoning and Development Activity.

It is also reasonable to conclude from the above chart that San Jose has not yet reached its peak annual absorption rate. However, because of the competitiveness and land available in other cities, San Jose may not reach a peak industrial land absorption rate for several years.

2. San Jose Land Absorption

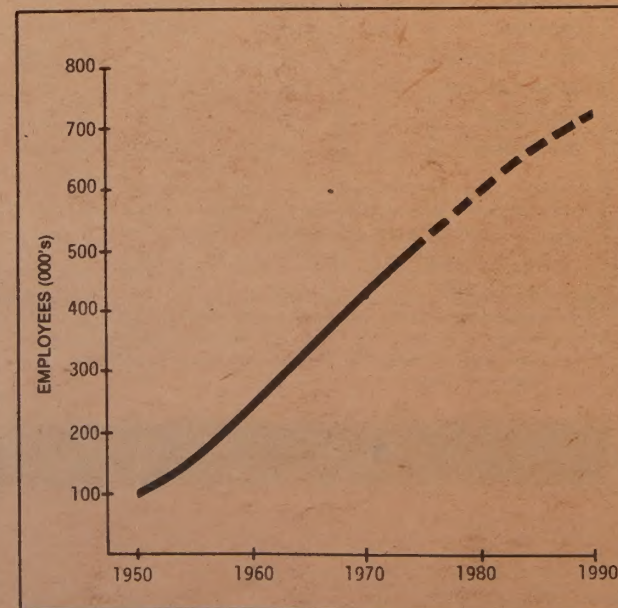
The rate of San Jose's industrial development is clearly increasing. The 1974 Urban Development Policy Analysis showed an average of 95 acres per year in the period of 1969 through mid-1974. Recent analysis from the General Plan Land Use Data shows that 120 acres were developed from July 1, 1974 to June 30, 1975. In addition, another 142 acres were committed to future development by city permit approvals. It is important to recognize also that economic development is broader than manufacturing or industrial uses. The past year's activity includes a substantial proportion of non-manufacturing development in areas planned for industry. San Jose land absorption is projected to average approxi-

mately 200 acres per year over the General Plan time frame (the Urban Service Annual Review discussion contains the most current data on vacant land absorption; also see the Jobs and Housing discussion of land absorption trends).

C. Projected Economic Growth

The basis for 1990 projections of economic growth for the General Plan is the OBERS² Projections of Regional Economic Activity. These projections examine the performance of major industry types within the nation, regions and sub-regions according to the specific composition of industries in each region. As compared with other employment projections in the GP'75 *Background for Planning Report*,

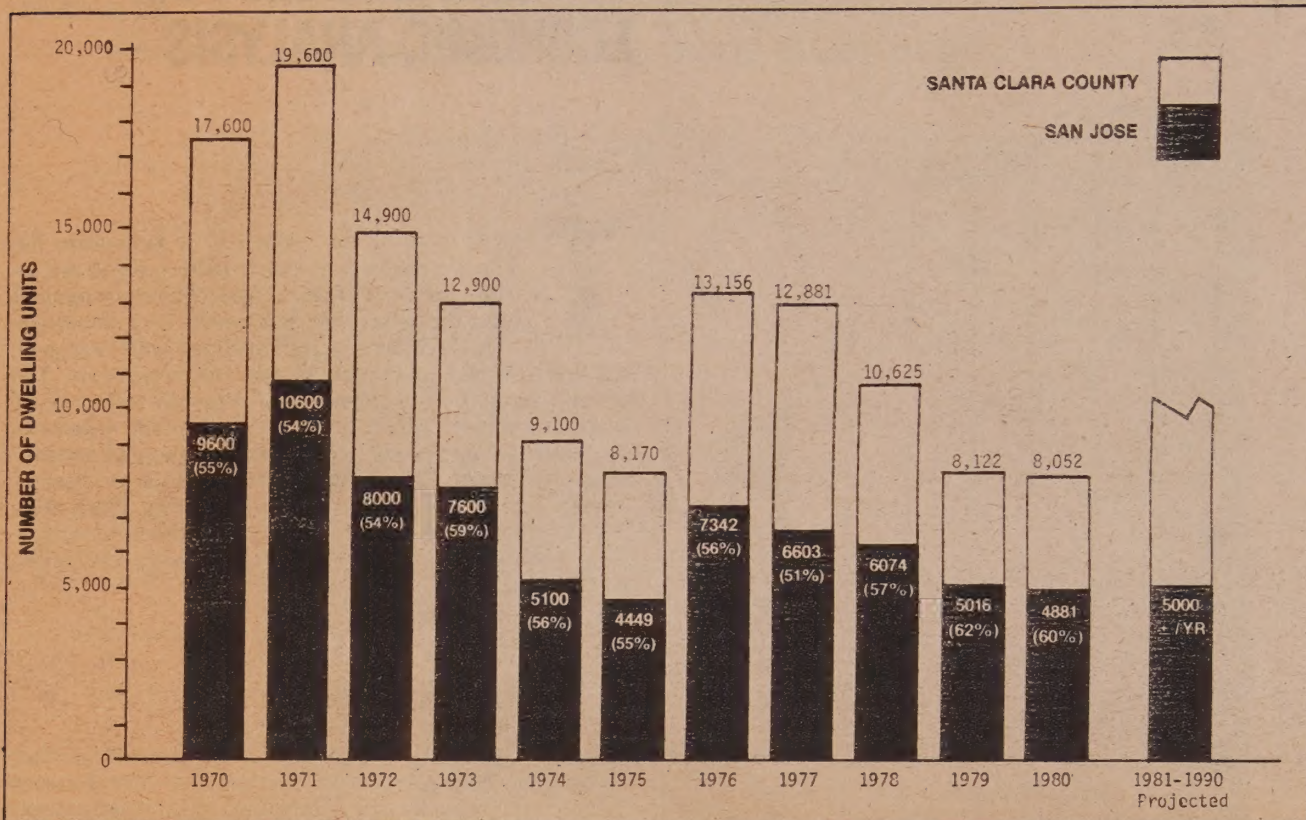
FIGURE 5 HISTORIC AND PROJECTED EMPLOYMENT GROWTH FOR SAN JOSE METROPOLITAN AREA



SOURCE: OBERS Projections, Regional Economic Activity in the U.S., 1972; U.S. Department of Agriculture and Commerce

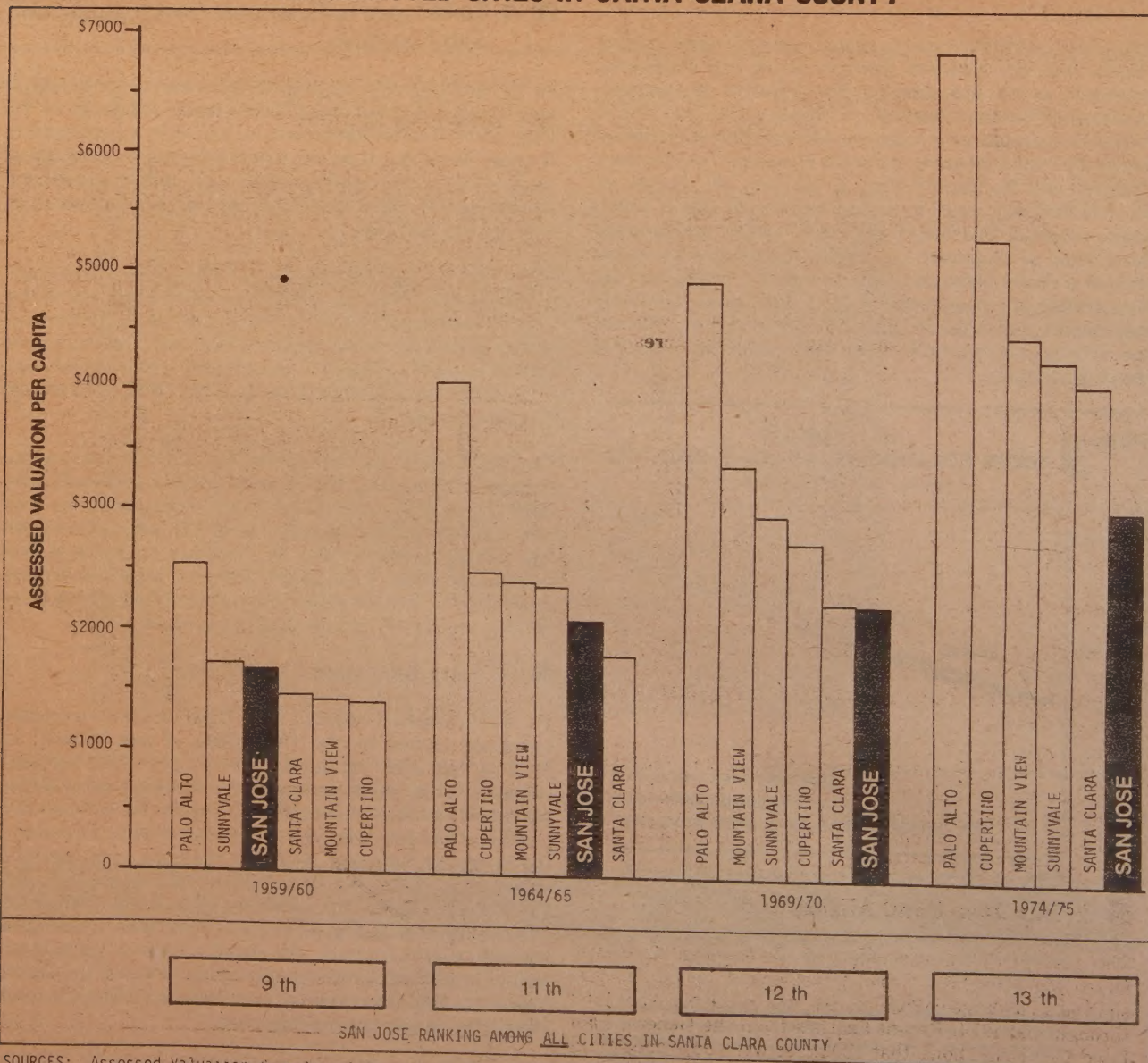
1. This is land now readily developable for industrial uses, as opposed to 5,831 net acres of land ultimately planned for industrial development on the Land Use/Transportation Diagram (See Figure 18).
2. Joint effort in 1972 by the Office of Business Economics of U. S. Department of Commerce and Economic Research Service of U. S. Department of Agriculture. (Figure 5).

FIGURE 6 TOTAL NEW DWELLING UNITS AUTHORIZED BY BUILDING PERMITS
SANTA CLARA COUNTY AND CITY OF SAN JOSE



SOURCE: INFO. #620, Santa Clara County Planning Department, June 1978; and City of San Jose Building Department
Projections: City of San Jose Planning Department

FIGURE 7 COMPARISON OF HISTORIC PER CAPITA ASSESSED VALUATION FOR SELECTED CITIES IN SANTA CLARA COUNTY



SOURCES: Assessed Valuation from Annual Reports of Financial Transactions Concerning Cities of California, Fiscal Years 1958-59, 1963-64, 1968-69, 1973-74.
Population from 1960 and 1970 U.S. Census and State of California Department of Finance Estimates.

OBERS is less optimistic in the short term but more optimistic through 1990. Employment was chosen as the key factor in economic projections since it bears a direct relationship to population.

OBERS projects that total jobs in Santa Clara County in 1990 will be at 728,000 or an increase of 221,000 over the present number. Approximately one-third of these jobs would be basic or manufacturing in nature.

San Jose is attempting to improve the economic position of its residents by aggressively pursuing economic development through increasing the overall level of economic activity in this County and capturing a larger share of that activity for San Jose. Recognizing that it is the absolute economic position of residents that materially affects people's lives, the City of San Jose will continue to promote the economic viability of the community while attempting to address the economic imbalances between the cities in the County.

San Jose's share of metropolitan area employment growth projected in GP'75 is 70%. At an employment density of approximately 25 workers per net acre, the manufacturing employment growth by 1990 would require almost 3,000 net acres of industrial land. Non-manufacturing employment growth will be accommodated in commercial as well as industrial areas and will account for additional land absorption.

The wide variety of industrial and non-manufacturing uses which will be developed in San Jose may result in a lower average employment density. In this event, the projected employment growth and industrial development could require more than the 3,000 net acres indicated above. Therefore, the GP'75 land use proposals include additional industrial areas for future development.

The employment density of approximately 25 workers per net acre is an average and would not pertain to all industrial development areas in San Jose. For example, new developments in the North San Jose area tend to be warehousing and distribution firms with a substantially lower employment density. New development in the Edenvale industrial area tends to be much more intensive than the average. This distribution of employment intensity seems to be very compatible with the land use and transportation policies of the General Plan and should be encouraged. A greater concentration of jobs in the area south of Freeway 280-680 matches the concentration of the labor force and has the potential to relieve commuting pressures on the north-south travel corridors.

D. Economic Balance

Santa Clara County as a whole is relatively well-balanced in terms of jobs and population. County economic projections assumed continued population growth according to past trends. However, even if fiscal constraints to accommodating population growth are discounted, the supply of the developable land is not increasing. Higher densities or population spillover into adjoining counties may result if economic growth continues. Both of these phenomena have occurred in other parts of the Bay Region.

The issue at this level is the relationship between aggregate employment growth projected and the ability of County cities to plan for and house the amount of population associated with the economic growth. There are two ways to approach this issue. The first approach is to translate projected San Jose employment to total population this employment would support. The projected 70% of new county jobs would result in 313,000 total jobs in San Jose in 1990. Using a parity ratio of one job for each resident worker, these jobs would support a 1990 population of 751,000, some 38,000 less than the population projected. (One job supports approximately 2.4 population).

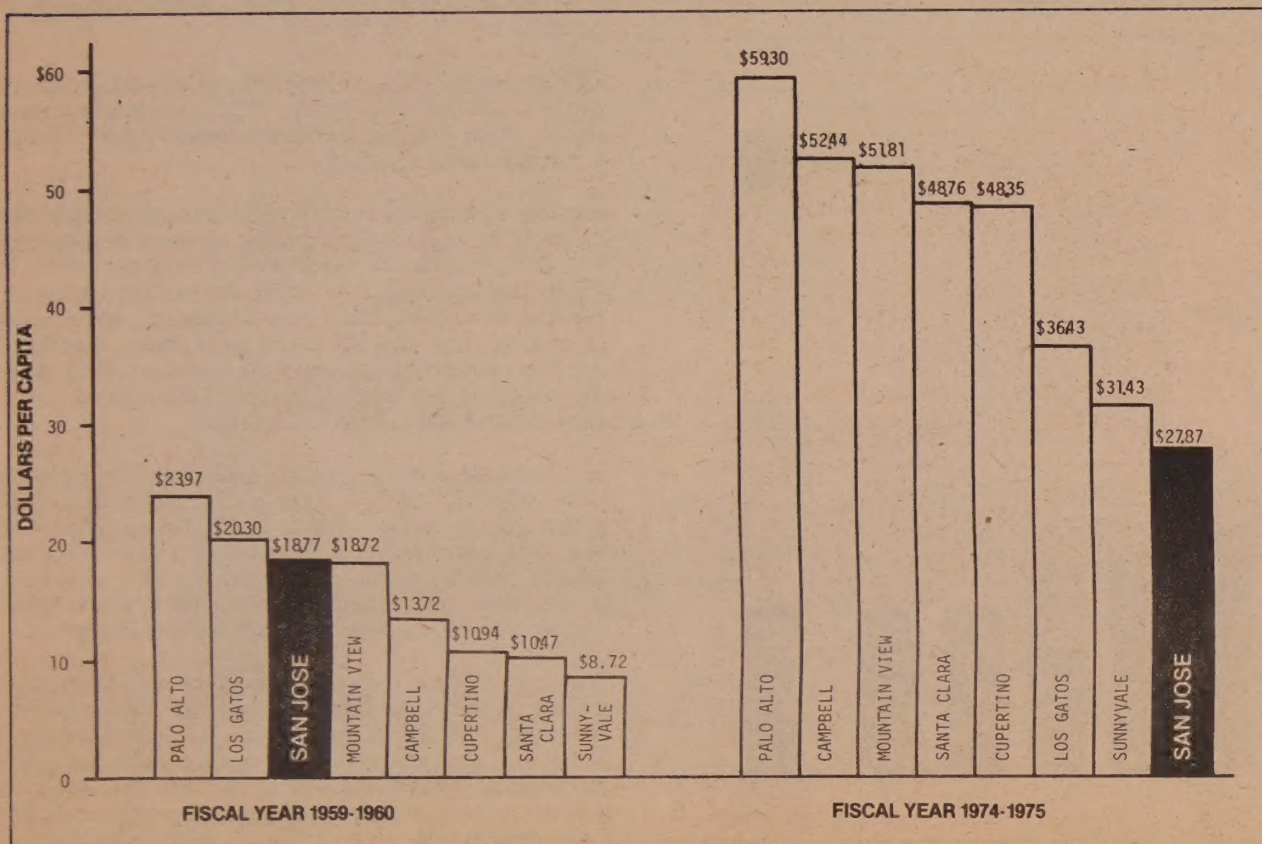
The second approach is to translate the projected 1990 population into the resident workers required. The projected 789,000 population would require 329,000 resident workers using the same ratio as above. In order to achieve a 1:1 parity of jobs to resident workers the City would need to develop 78% of all new County jobs. After comparing these two approaches, it is concluded that the first approach is the more practical although it is still very ambitious.

San Jose has about half the County population but less than one third of the County employment. Despite the success of the Economic Development Program, the degree of imbalance accumulated over the years is such that only a long term solution is possible. Through the General Plan, it is possible to adopt coordinated land use and transportation policies that will be significant factors in a long term solution. For example, the stabilization of our population growth rate through the programming of urban services, maintaining a range of residential densities, and preserving service levels can accomplish growth without sacrificing quality.

BACKGROUND FOR PLANNING

FIGURE 8

PER CAPITA SALES TAX RECEIPTS FISCAL YEARS 1959-60 AND 1974-75, SELECTED CITIES



SOURCE: Taxable Sales in California, Annual Report, State Board of Equalization

E. Conclusions

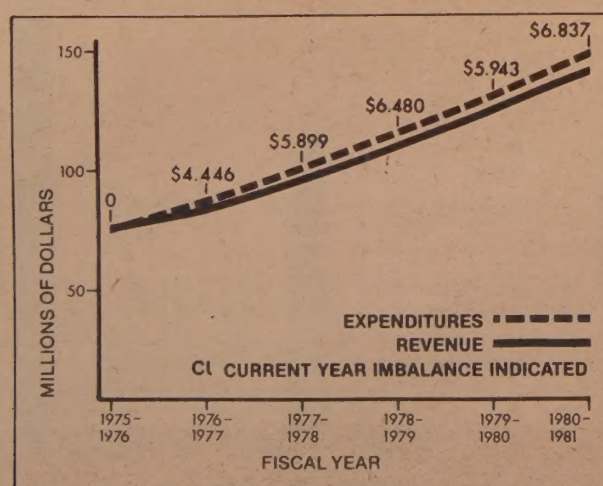
The discussion of the inventory and trend information and projections discussed in this section has a purpose beyond the *General Plan* update. The whole areawide growth management question is at issue and involves such agencies as LAFCO, ABAG and MTC. Too frequently, these agencies have examined San Jose's plan and growth policies in isolation, disregarding the actions or inactions of other cities in the metropolitan San Jose area.

The central conclusion derived from the foregoing analysis is that San Jose's role in the County economy and development pattern must be changed. The growth management rationale and policy direction embodied in the *General Plan* is as follows: stabilize the population growth rate and expand employment opportunities and the tax base through economic development. The ratio of jobs to resident workers prevailing countywide is almost 1:1 and this ratio should also be reflected in San Jose. The amount and location of residential growth must be managed to permit the economic balance to take effect.

Finally, the economic impact of a "new" plan could be disruptive unless there is continuity of City policy. The GP'75 program is not geared to create an entirely new plan for San Jose

but to selectively modify the old *General Plan*. The old *General Plan* reflects, to a large extent, the fact that San Jose is a very large and extensive city. The basic land use and density patterns of the City are established; major industrial and commercial areas are developed and committed to future, long term use.

Since the *General Plan* now has much more relevance to incremental land use decisions through zoning and subdivision approvals, special attention has been given to the economic relationships between existing and proposed land use policies. A specific example in the industrial sector is the continuity between the industrial areas under the Economic Development Program and the *General Plan*. In addition, the analysis of other industrially zoned areas indicated a number of places where potential "redevelopment" could protect and upgrade the existing development. It is inevitable that some situations present a choice between an existing use or zoning and the preservation of a neighborhood. Such detailed consideration may require individual analysis. The *General Plan* program has included a conscious attempt to minimize these kinds of economic impacts.

FIGURE 9 CITY OF SAN JOSE
GENERAL FUND EXPENDITURE AND REVENUE PROJECTIONS
FISCAL YEARS 1975-76 TO 1980-81

Source: General Plan Fiscal Analysis, Office of Assistant City Manager, City of San Jose, October 1975.

Note: These projections result in deficits for each of the succeeding five years. To the extent of each year's deficit and added revenue increment has been indicated for the following year, since the requirement of a balanced budget presumes that the previous year's imbalance would be corrected through a combination of revenue increases and expenditure reductions.

VI-DEMOGRAPHIC AND ECONOMIC ANALYSIS

The purpose of this section is to summarize the demographic and economic factors which are incorporated in the *General Plan*. Having recognized from the outset that San Jose is not a closed system, the Planning Staff analyzed both metropolitan and regional conditions, trends and projections. The preliminary staff recommendations generally reflect these external forces. However, San Jose is not totally dependent on external demographic and economic forces and must attempt to manage City resources and growth in the best interests of its citizens to the extent this is feasible. This section will also address a variety of concerns about the causes and effects of urban growth raised through the citizen participation process.

A. Effects of Past Growth

Some of the effects of past growth documented in other reports are summarized here. The common thread among these growth impacts is the differential in relative advantages between the metropolitan area and the City of San Jose. The metropolitan area, as a whole, has enjoyed a long period of economic growth and prosperity. Virtually all indicators point to this conclusion such as growth in manufacturing employment, increases in retail sales volume, personal income and bank deposits. Almost all economic analyses done by public or private agencies treat the metropolitan area as an aggregate economic unit, without investigating the conditions in the various cities. There is theoretical and technical validity to this comprehensive approach, but this level of analysis does not reveal a true picture of San Jose. The selective local analysis that has been undertaken reveals some disturbing facts about the half of the metropolitan area that San Jose represents.

1. Imbalance in Economic Development and Job Location

In the last several years, San Jose has become increasingly aware and concerned about the economic imbalance of the City. While San Jose has grown phenomenally in population in the post World War II period, many of the employment opportunities for this increased population, i.e., industrial and commercial growth, have occurred in the smaller suburban cities surrounding San Jose.

From 1965 through 1973 the population of Santa Clara County increased by 276,000, San Jose received 71 percent of this population increase but only 16% of the industrial development measured by building permit valuation. This significant difference points to the economic imbalance that exists in San Jose according to an analysis by the City's Office of Economic Development (OED).

The imbalance in economic development contributes to an imbalance in job location. The same OED analysis showed that in 1970, San Jose had over 36,000 more working residents than jobs and was, in fact, exporting labor to other communities. The primary significance of this imbalance is the lack of commercial and industrial tax base in which the exported workers are employed. Community patterns and traffic congestion are compounded by this imbalance in job location.

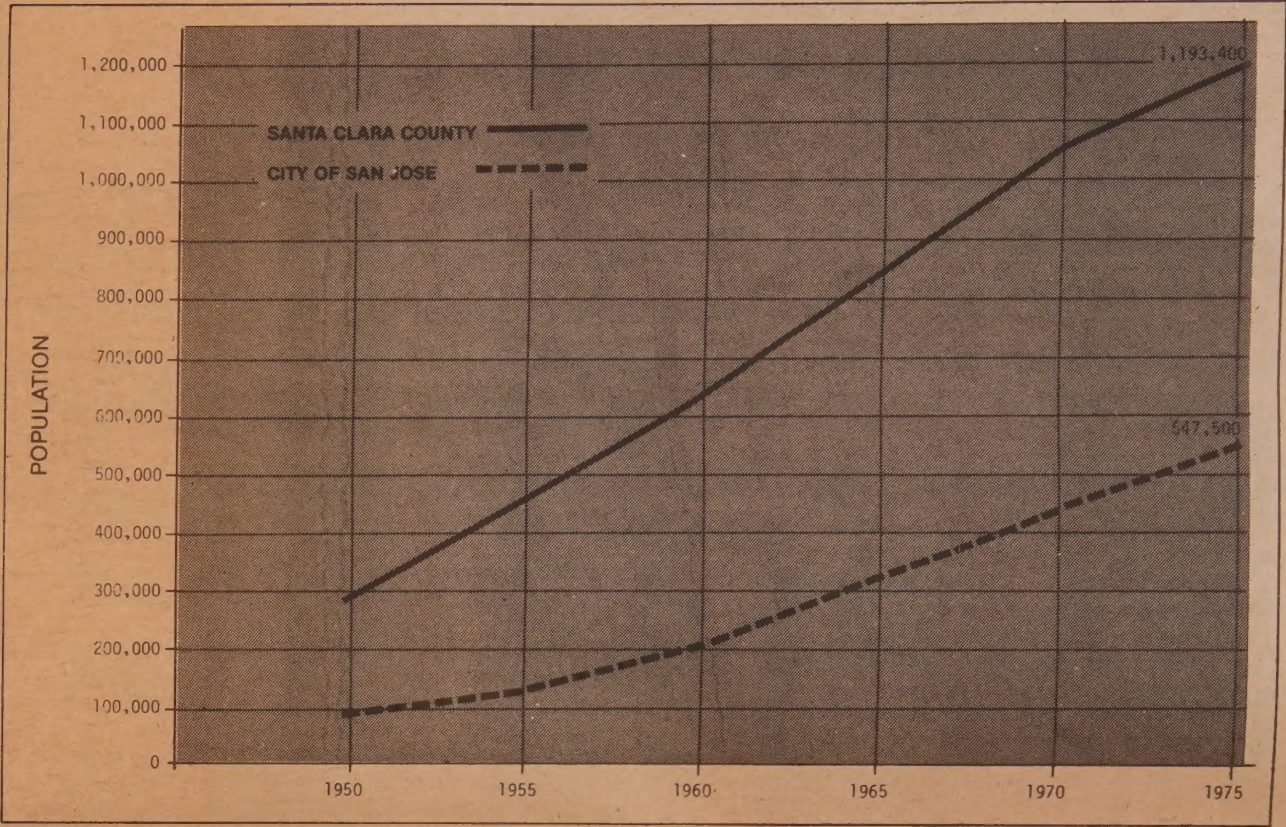
2. Low Assessed Valuation

Per capita assessed valuation is another measure of economic imbalance caused by the distribution of past growth. In 1972-73, San Jose had the third lowest per capita assessed valuation in the County and was lower than any major California city except Sacramento. Figure 7 shows the comparative position of San Jose relative to other large cities in the County. In the current fiscal year, Palo Alto has a per capita assessed valuation of \$6,821, which is 126 percent greater than San Jose's \$3,016 figure. The chart shows San Jose at four different time periods falling lower each time in the ranking of assessed value per capita. The steady erosion of tax base per unit of population shows the increasing strain on the City to finance municipal services and improvements relative to most other cities in the metropolitan area.

3. Low Sales Tax Revenue

Another measure of economic imbalance is per capita sales tax revenue (Figure 8). Sales tax can be measured as a constant because each city receives the same percentage based on sales in their community. This contrasts with property tax

FIGURE 10 HISTORIC POPULATION GROWTH: CITY OF SAN JOSE AND SANTA CLARA COUNTY



SOURCE: U.S. Decennial Census, for April 1 of their respective years; California State Department of Finance, mid-decade estimate for March 1 of their respective years; City of San Jose, Planning Department estimate.

which is not constant on a per capita revenue basis since tax rates are set individually by cities.

The latest figures developed by the City Finance Department indicate that San Jose's percent of total sales taxes collected in the metropolitan area dropped from 41.2% in 1960 to 37.4% in 1975. During this same period the City's ranking among other cities in the metropolitan area dropped from third to tenth place. The City's population increased 161% while the total County population only increased about 81%.

By contrast to San Jose's \$27.80 sales tax per capita in fiscal year 1974-75, the data for the following cities is revealing: Campbell, \$52.44; Cupertino, \$48.35; Mountain View, \$51.81; Palo Alto, \$59.30; and Santa Clara, \$48.76. The low ranking of San Jose in sales taxes per capita cannot be greatly improved by developing small scale neighborhood convenience shopping. Major retail centers containing large chain stores and specialty shops are the type of commercial development that attract customers from outside the immediate market area. GP'75 identifies ample commercial areas for the development of major-commercial uses.

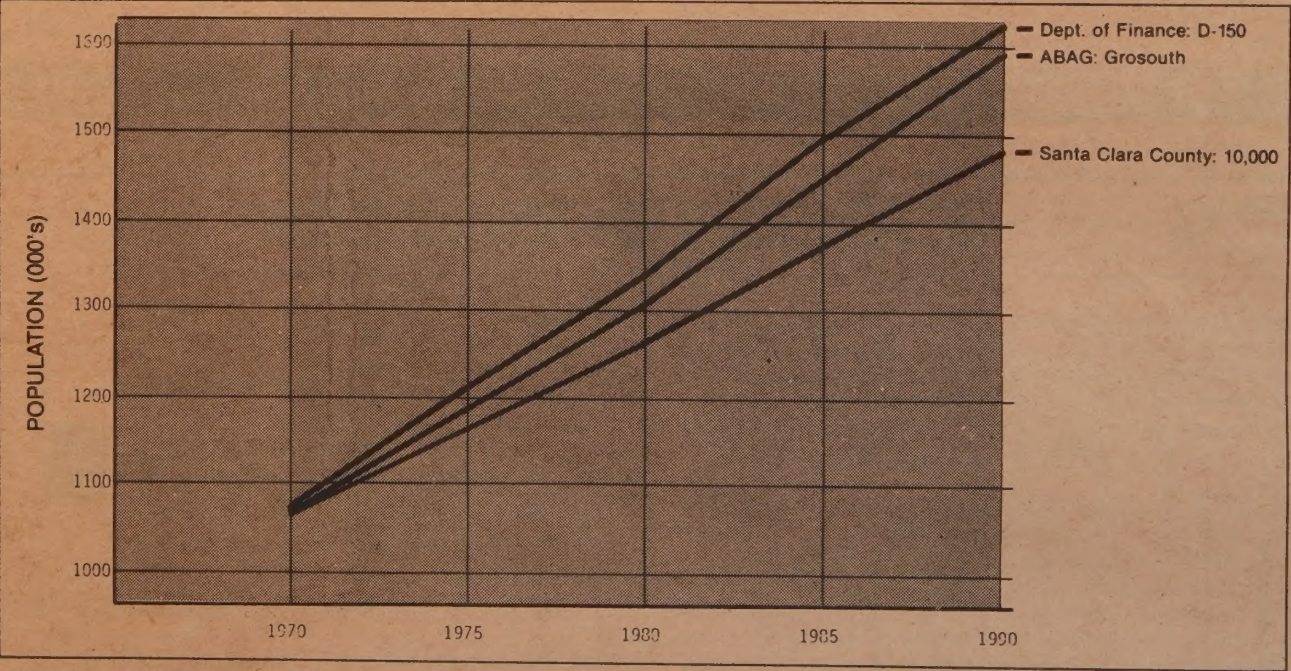
4. Conclusions

The compelling conclusion which these indicators suggest is that San Jose has not shared equitably in the benefits of metropolitan growth. Population and housing have increased disproportionately compared to jobs, the tax base, and retail sales. These and other economic indicators of growth are directly related to City revenue sources. The GP'75 Fiscal Analysis clearly points to the discrepancy between City expenditures needed by the large population and the revenue short-fall which is projected (Figure 9). Although area wide tax sharing proposals are under study, San Jose should take positive interim steps to improve its fiscal position.

The claim that growth has been a net benefit to San Jose in the past is not borne out by these facts. Certainly there have been short term benefits and disbenefits to some sectors of the economy. But no definitive study has been able to adequately determine whether growth pays for itself, particularly beyond the short term. There are simply too many local variables and jurisdictional differences that make generalized studies inadequate to deal with a specific city's situation.

For example, the lack of uniform definitions or standards for public services or facilities makes it impossible to determine true costs. Also, many costs (such as transportation or pollution) are externalized or spread over other levels of government.

FIGURE 11 POPULATION GROWTH PROJECTIONS BY SELECTED AGENCIES FOR SANTA CLARA COUNTY



SOURCE: California Department of Finance, "D-150" Projection; Association of Bay Area Governments, Series II, "Grosouth Projection"; Santa Clara Planning Department, "Trends Projection"; 1970 Population, U.S. Census.

B. Current Trends and Future Projections

The careful evaluation of demographic and economic trends is an important part of the planning process. An extensive survey of planning and research documents was conducted and compiled early in the GP'75 process. The first interim report, *Background for Planning*, analyzed and compared demographic and economic studies of the region, metropolitan area, and City.

In general, these studies examine past trends and indicate the shifts and changes which are going to effect the future. For example, the regional and metropolitan area growth projections indicate a shift to lower migration rates in the future and a change to a smaller household size. Over the 1960-70 period San Jose's net immigration averaged about 18,000 per year. Since 1970 average net immigration has been some 12,000 per year and a continued gradual decline is expected. The average household size has also been declining. It was 3.35 in 1970, is 3.07 today, and is projected to be about 2.7 persons per household in 1990. The decrease in fertility rates is also a significant trend affecting population growth. The natural increase in population (births minus deaths) has remained quite stable at about 6,000 persons per year in spite of the larger base population. These trends point to a definite moderation in growth rates but still represent substantial new population growth in the future (Figure 11).

1. Alternative Population Levels

When the City form and size alternatives were developed for GP'75 Coordinating Committee review, the Planning Staff stressed that population growth is the fundamental determinant of the future character of the City. Since interpretation of trends and projections of future growth are partly scientific and partly judgmental, the Coordinating Committee and Staff jointly determined a reasonable growth level for 1975-1990. The consensus was a moderate rate of growth projecting about 795,000 population for San Jose in 1990.

BACKGROUND FOR PLANNING

This decision was reached after consideration by the Coordinating Committee of several other alternatives: a "no-growth" alternative maintaining the present population, a "high growth" alternative of 878,000 and a "maximum growth" alternative of 1,035,000 population. Each of the alternatives included the total San Jose sphere of influence population, both incorporated and unincorporated. Every alternative assumed that the unincorporated population would be annexed to San Jose by 1990. This accounts for approximately 77,000 of the total 1990 population.

2. Future Projections-Population and Dwelling Units

The various population projections compared in the *Background for Planning* report considered demographic factors but not the practical constraints to growth in a particular location. The moderate growth projection of 795,000 population in 1990 was refined through the land use and transportation planning process described elsewhere. Such factors as vacant land, transportation, flood control, schools, and geologic hazards were evaluated in each planning area. As a result the projection of 795,000 population was refined to approximately 789,000. Through subsequent amendments, the projected population level has been reduced to about 780,000. The lowering of the original projection more realistically reflects the physical and practical constraints to population growth. The population projected for 1990 over and above the annexation of 77,000 existing residents is an increase of approximately 155,500. This growth will be accommodated by development of about 74,770 new dwelling units or an average housing production of 5,000 units per year. Total dwelling units in San Jose are projected to equal 284,200 in 1990. This amount of dwelling units also reflects increases in units generated by the decrease in household size of the base population.

However, the 74,770 new dwelling units and 155,400 population projected do not represent absolute limits built into GP'75. The various dwelling unit density ranges comprising residential land use designations have a maximum potential holding capacity considerably higher. As many as 94,000 new dwelling units could be developed to house up to 271,000 population, for totals of 303,000 dwelling units and 831,000 population. The possible difference is due to varying assumptions about the actual density of new development within the planned ranges of residential density. On the other hand, the additional units could be absorbed by the projected population if household size decreased below 2.7.

3. Future Projections-Employment, Income, Retail Sales

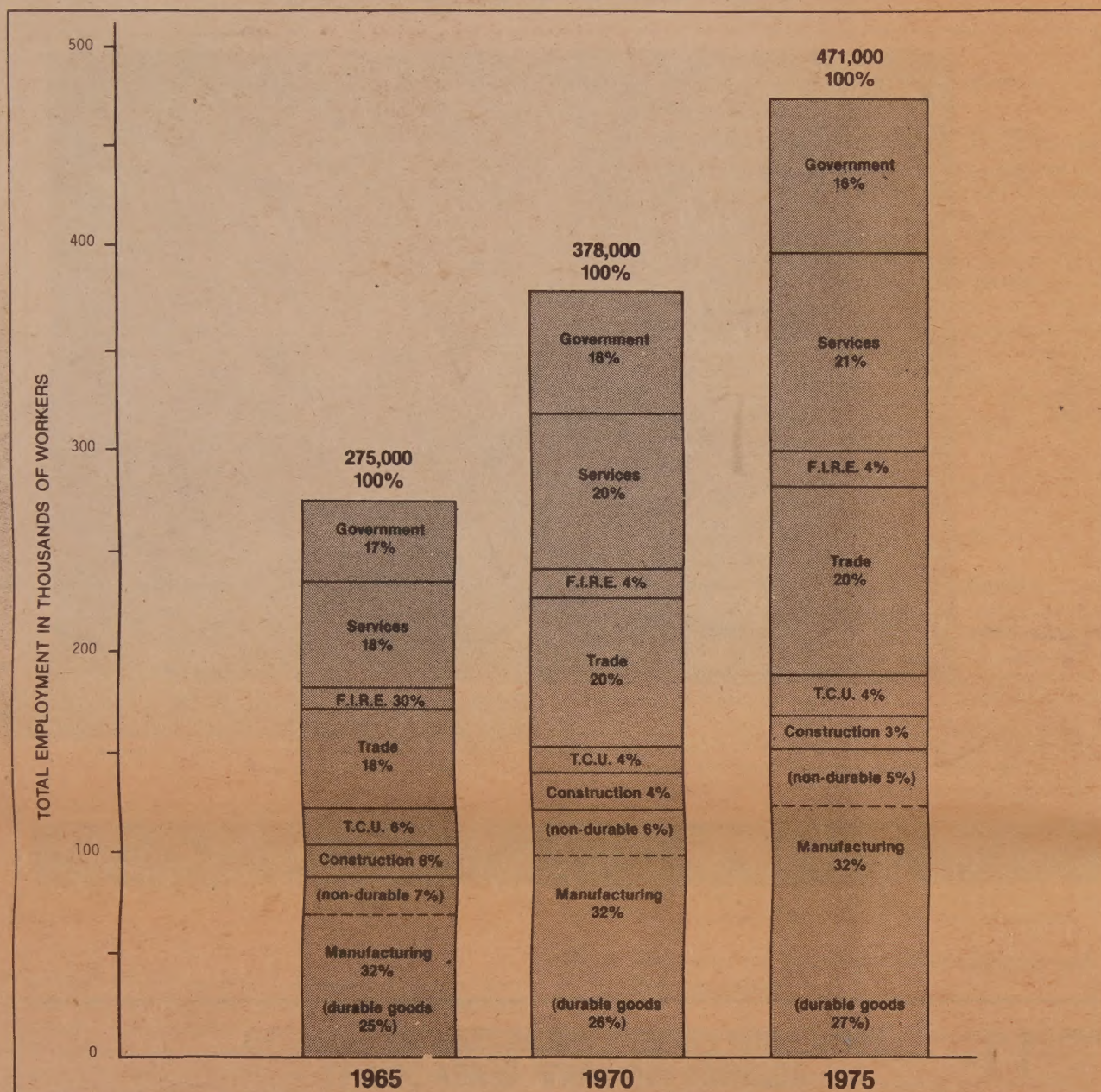
The economic assumptions and projections compared in the *Background for Planning* report all indicate very healthy employment growth over the next five to fifteen years. As analyzed in the information report on *San Jose's Economic Potential*, the City is projected to have an increasing share of total metropolitan area employment growth. The GP'75 policies and Land Use/Transportation Diagram place great emphasis on providing for the development of industry and basic employment. The land use reflected in GP'75 would accommodate an increase of 156,000 new jobs by 1990 for a total of 309,000 in San Jose and approximately 728,000 in the metropolitan area. Additional industrial and commercial land would remain for development after 1990.

The relationship between this projected employment growth and population growth is expected to be quite different from past "multipliers." The trend toward working mothers and career households with two or more persons employed is resulting in an overall increased ratio of workers per household. The employment and household projections by United California Bank released in early 1975 show an average of more than 1.2 workers per household by 1985.

The significance of this trend is that future employment growth will not generate the same population growth pressures as in the past when the typical suburban household consisted of between three and four persons supported by one worker. This is due to the combined effect of smaller households and more workers per household. Another significant point in the UCB report is that the increasing number of households with two or more workers will mean greater disposable income and above average purchasing power.

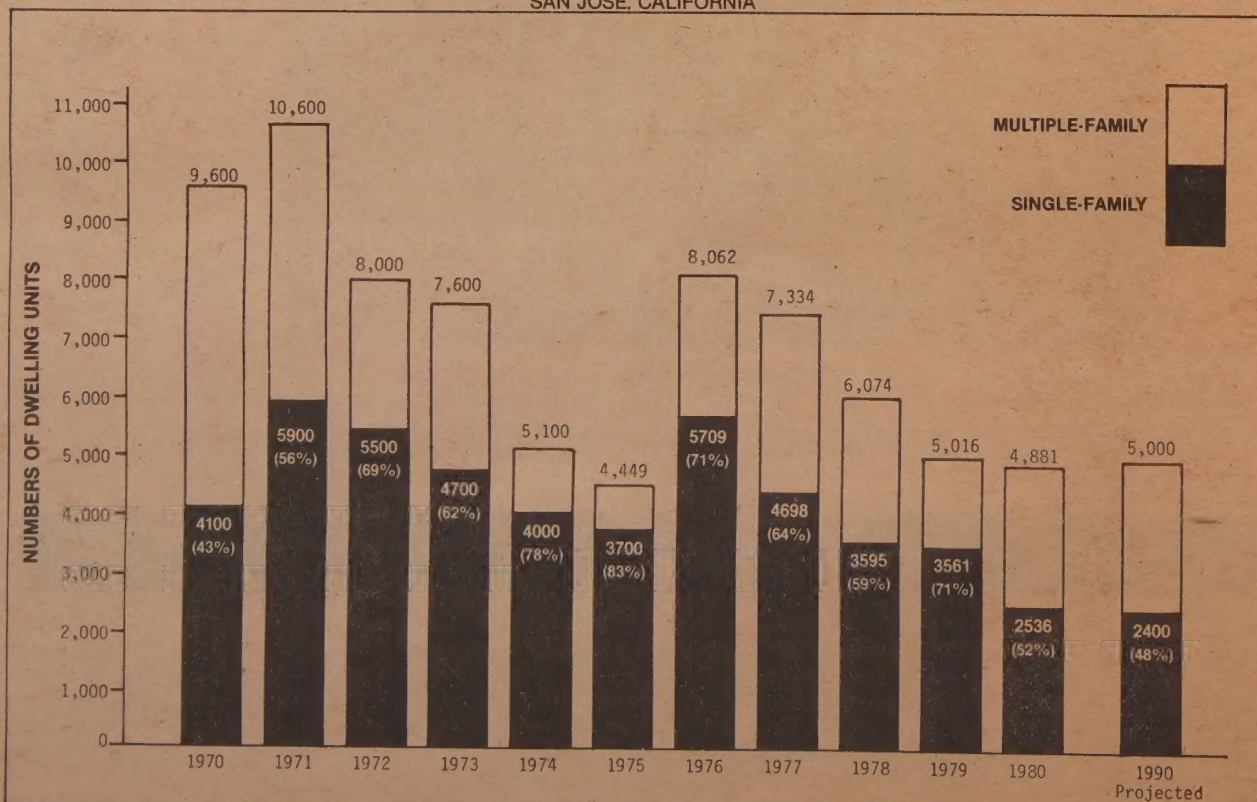
UCB projects per capita personal income to more than double over the next ten years, increasing at an average annual rate of greater than eleven percent. Likewise, UCB projects retail sales volume to increase at a rate above eight percent annually over the next ten years. Both of these key economic indicators are projected to increase considerably more than the population growth rate between two and three percent. It is imperative that San Jose be in a position to gain from these sales volume increases.

FIGURE 12 HISTORIC EMPLOYMENT GROWTH BY INDUSTRIAL SECTOR



SOURCE: California Employment Development Department; 1975 Estimate and 1980-85 Projections, Research and Planning Division, United California Bank.

FIGURE 13 SINGLE-FAMILY/MULTIPLE-FAMILY DWELLING UNIT MIX OF TOTAL NEW DWELLING UNITS AUTHORIZED BY BUILDING PERMITS SAN JOSE, CALIFORNIA



SOURCE: Building Permits from City of San Jose, Building Department
Projections: City of San Jose Planning Department

■ 2. Community Identity

GOAL: Improve the sense of identity in San Jose.

SUB-GOALS:

- 1. Encourage the development of a more compact, cohesive pattern of urbanization with definite, identifiable boundaries that more readily create a sense of community identity.
- 2. Encourage all residents to take part in local government decision-making.
- 3. Promote opportunities for social interaction among residents of the City.
- 4. Establish a strong core area policy re-creating the downtown Core Area as a major focal point for the identity of San Jose.
- 5. Improve public awareness of land use and other decision-making processes through informative, descriptive and timely publications of City governmental events and meetings.

POLICIES:

- 1. Boundaries of planning areas shall encompass identifiable cultural and geographic communities and land use clusters, as much as possible.
- 2. Boundaries of special districts and administrative areas shall reflect planning area identity as much as possible.

■ 3. Neighborhood Identity

GOAL: Develop and improve the sense of neighborhood identity in San Jose.

POLICIES:

- 1. Neighborhoods and neighborhood groups shall have input to the decision-making process in City government in order to implement the goals and policies of the General Plan.
- 2. City services and facilities shall be equitably distributed throughout the community, consistent with the Urban Development Policy and Urban Service Programs.
- 3. Public and private development shall be designed to improve the character of existing neighborhoods; factors that cause instability or create urban barriers shall be discouraged or removed.
- 4. Neighborhoods shall include places for interaction among residents: parks, community centers, schools, commercial areas, churches, and other gathering points.

■ 4. Balanced Community

GOAL: Develop balanced neighborhoods for the entire community in terms of land use distribution and densities, housing types and styles, job opportunities and social-economic characteristics.

POLICIES:

- 1. Varied residential densities, housing types and styles shall be equitably and appropriately distributed throughout the community and integrated with employment centers and transportation systems.
- 2. Positive actions shall be taken to insure a social, economic and housing mix within each planning area.
- 3. Health, educational and other human services resources in the community shall be so distributed as to provide needed access by residents, maximum functional integration of land uses, and positive contributions to the life of the community and neighborhood served.

Future development must continue to provide good access to sufficient health and social services. It is important that these services develop in ways that will contribute positively to the neighborhoods in which they are located and to the life of the City as a whole.

- 4. Business and industry shall be encouraged which provide job opportunities for all members of the community's work force.
- 5. The mixture of residential, commercial and industrial land uses shall be controlled to achieve a balanced distribution of land resources based on the planned population for 1990.

■ 5. Impacts of City Concept Policies

The commitment to place the highest value on people and to encourage citizen participation in government, has potential beneficial impacts on San Jose residents through the enhancement of the quality of life resulting therefrom. Alternatives which would erase this commitment would cause deterioration of the present quality with attendant long term negative environmental impacts on the City's identity and the sense of neighborhood.

Too autocratic an application of policies may have an adverse impact on the City's residents, who are the intended beneficiaries of these policies.

B. Environmental Management

■ 1. Natural Resources

The natural resource goals and policies of this General Plan are predicated on the proposition that natural resources are not inexhaustible commodities to be exploited, but are valuable assets to be judiciously used and wisely managed for the benefit of present and future generations. Urban growth in San Jose places continued stress on the area's natural resources including those of land, water, vegetation, animal life, and air. The misuse or overuse of some natural resources can have repercussive effects beyond just the possible loss of the particular resource, such as when the destruction of hillside vegetation not only diminishes replenishment of underground water supplies but also increases the potential for flooding.

The City's basic intent is to balance conservation and land use, so as to maximize the achievement of environmental, economic and social needs. The resources briefly described below are discussed in greater detail in the Conservation and Open Space Appendices, and most are depicted on the Natural Resources Map.

Woodlands, rangelands, and wildlands are important as vegetative cover which they provide for the hillsides surrounding the valley floor. This vegetative cover provides for grazing land and wildlife habitat and facilitates the capture and subsequent percolation of rainwater. These areas also have direct scenic value. Woodlands and rangelands are susceptible to damage from inappropriate agricultural uses and practices, as well as from urban development and need to be protected from erosion and fire hazard.

Agricultural lands are of direct value for the agricultural production which they support, and of indirect benefit from the enhancement of air quality through the plant respiration cycle and through preventing the intrusion of additional sources of air pollution. Prime soils are soils which have the ability to produce common cultivated crops without deterioration over a long period of time, have qualities which require relatively few amendments, and require less agricultural management than other soils. They are of particular value for agricultural use and play an important role in aquifer recharge. Prime soils are so prevalent on the valley floor that most of San Jose has been built on prime soils and the majority of the remaining undeveloped land are prime soils. Preservation of all prime soil land would mean a virtual halt to urbanization and is not a reasonable goal. Agricultural lands on the valley floor tend to coincide with the location of prime

soils. Some hillside areas are used for agricultural purposes and are not of "prime" quality. The City's efforts should be directed toward selectively preserving such areas, primarily where urbanization has neither yet taken place nor is programmed to occur within the time frame of this General Plan.

Mineral resources of the valley, such as cement, sand, gravel, crushed rock, clay, and limestone have contributed to the construction industry by providing building materials. Santa Clara County has also supplied over 40 percent of the nation's mercury since 1858. Nearly all the mines are within San Jose's sphere of influence. Areas suitable for the extraction of these resources are found only in limited locations within the City and County and need to be protected from encroachment of incompatible land uses.

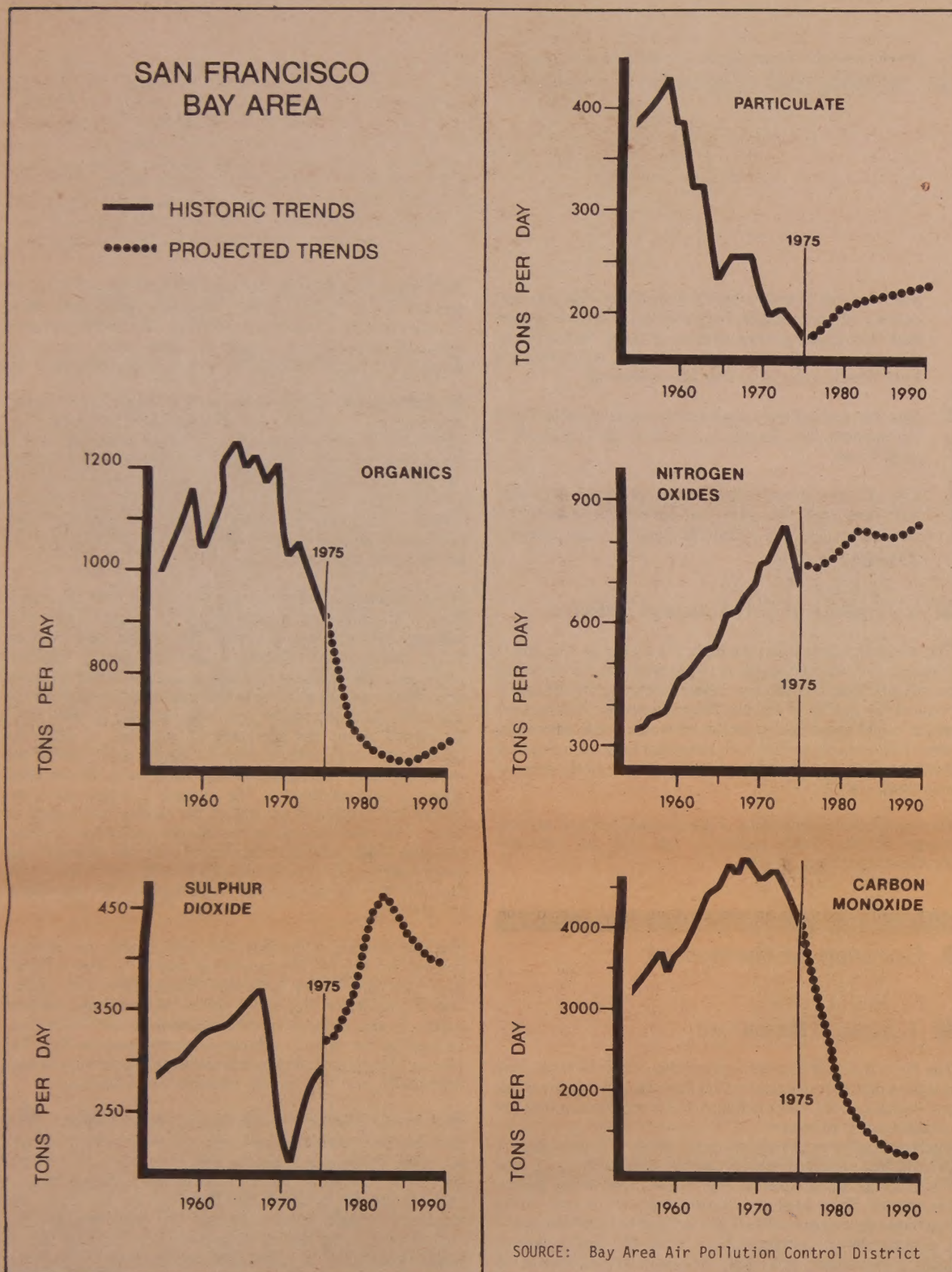
Water resources are of concern to the City from the standpoint of the adequacy of both supply and quality. The water resource system which serves the City consists of watershed lands, underground aquifers, reservoirs, canals, streams, rivers and creeks, water recharge areas, and water importation. Water is a finite resource and water resources should be utilized to the fullest extent practicable in order for the City to be secure as to the adequacy of supplies, to limit the dependence on external sources of supply, and to avoid the overdrafting of underground water basins with the resultant effect of land subsidence. The manner in which man's activities are conducted can affect the quality and supply of water. Urbanization both reduces the permeable land surface, resulting in less rainfall finding its way into the underground water basins, and increases the man-made pollutants which find their way through the storm drainage system into rivers and streams.

The Bay and the baylands provide food, shelter, and nesting grounds for bay life. The water surfaces of the Bay make an important contribution to the mild climate of this area. Reduction of the surface area raises air temperatures and reduces winds. It also reduces water circulation in the South Bay, decreasing the capacity to flush pollutants from the Bay. The resource function of the Bay can also be jeopardized by dredging activity, which adversely affects bayland habitats.

Marine and wildlife and their habitats are of benefit to man for their food, recreation, research, and intrinsic environmental value. Thousands of people, fish, hunt, or simply observe the fish and wildlife of Santa Clara County. The major marine and wildlife habitats are the Bay and the baylands, the streams and their surrounding riparian vegetation, and the mountainous areas surrounding the valley. Each species of wildlife is adapted to and dependent for its survival upon a particular set of range or habitat conditions. If marine and wildlife species are to be preserved, there must continue to be natural areas where they can find refuge and meet their other survival needs.

Air Quality Clean air is a valuable resource very much to be protected and preserved. Air which has been polluted, such as by automobile and industrial emissions, is not only harmful to human health but causes damage to property and plant and animal life as well. The people of San Jose are exposed more often and to higher levels of air pollution than any other area within the Bay Area save the Livermore Valley. This is the result of topographic features, prevailing wind patterns, and climatic conditions which often make San Jose a repository for air pollution generated elsewhere. The City's efforts need to be directed toward restoring air quality to a more healthful level. (See Figure 15).

Scenic Routes Access to the City's scenic resources (such as pastoral rural areas, parklands, urban plazas) can be both physical and visual. Public thoroughfares can, in themselves, be part of the City's scenic resources. Well designed and attractively landscaped roadways and bikeways can make travel a pleasant experience for its own sake, as well as provide access to scenic areas. The control of land uses within the corridors along some of these scenic access routes can preserve immediate scenic qualities and enrich distant views. This General Plan establishes "Scenic Routes" which are depicted on the Scenic Routes Plan Map (legally a part of the Plan, and on file in the Planning Department). Scenic routes include "Scenic Roads" - public thoroughfares which pass through or adjacent to an area of scenic value, "Scenic Corridors" - the scenic road plus the immediately visible land area on either side subject to special land use controls, and "Scenic Connectors" - public thoroughfares used to connect or provide continuity between Scenic Corridors.

FIGURE 15 TRENDS IN AIR POLLUTION EMISSIONS

b. Agriculture Lands and Prime Soils

GOAL: Preserve agricultural lands for agricultural and non-urban uses.

POLICIES:

1. Williamson Act contracts and other forms of property tax relief shall be encouraged on agricultural lands in non-urban areas. (See also Industrial Land Use policy 7.)
2. The City shall aggressively advocate and seek property tax reform for the purpose of encouraging the continuation of agricultural land uses in non-urban areas.
3. The City shall support meaningful legislation which would allow the establishment of a Countywide or Statewide funding source for agricultural preservation techniques such as the purchase of development rights, agricultural easements, land in fee, and purchase-lease-back arrangements.
4. Appropriate agricultural uses shall be encouraged in hillside areas.
5. Methods of reducing the cost of water for agricultural uses shall be encouraged, including differential use rates, special distribution systems, and utilization of recycled or minimum-quality water. The City shall strive to preserve agricultural lands and prime soils in non-urban areas to retain the aquifer recharge capacity of these lands.

c. Mineral Resources

GOAL: Preserve and make judicious use of lands containing economically usable mineral resources.

POLICIES:

1. The mining of economically usable mineral resources, including sand and gravel, shall be carefully regulated.
2. Lands used for mining shall be appropriately restored following completion of such activity.

d. Water Resources

GOAL: Recognize and protect water resources as vital to the ecological and economic health of the region and recognize that the use of water is only part of the total water cycle.

POLICIES:

1. The City, in cooperation with the Santa Clara Valley Water District, shall restrict or carefully regulate public and private development in watershed areas, especially those areas critical for effective functioning of reservoirs, ponds, and streams, and the prevention of unnecessary or excessive siltation.
2. Water resources shall be utilized in a manner which does not deplete the supply of surface or ground water.
3. The City shall support appropriate agencies in exploring the costs and benefits of all possible methods of water supply including water importation and water reuse.
4. The City shall encourage the Santa Clara Valley Water District to provide public access and recreational uses on water related lands consistent with water quality considerations.
5. The City shall continue upgrading its sewage treatment facilities, as necessary, to meet regional water quality standards.
6. The City shall not permit urban development to occur in areas not served by an appropriate sanitary sewer system.
7. The City shall protect groundwater recharge areas including creeks and creeksides from urban encroachment through zoning regulations and other appropriate measures.
8. Where creek and stream water quality is threatened by contamination from storm drain waters or industrial wastes, measures shall be taken to prevent such pollution.
9. The City shall encourage water reclamation and recycling of water resources.
10. The City shall work with ABAG and other affected agencies to carry out the water supply and water quality recommendations of the 1978 Bay Area Environmental Management Plan.

Regional Effects Management of natural resources—the earth, water, and air around us—affects a much larger area than that within San Jose's jurisdiction. Conservation or misuse of natural resources by one city can have important effects on all the other cities in the region. For example, air pollution generated in cities to the north will be carried by the prevailing winds to San Jose, decreasing the quality of our air. Without consistent action throughout the San Francisco Bay region, San Jose's environmental management goals will not be met. Recognizing the regional scope of these issues, the Association of Bay Area Governments (ABAG) adopted a Bay Area Environmental Management Plan in June of 1978. Designed to meet federal air and water quality requirements, this Plan was prepared with the involvement of cities, counties, and other affected agencies. It identifies major environmental problems in air and water quality, water supply and solid waste handling, and then recommends a series of policies and implementation measures intended to solve those problems. The City of San Jose, as an ABAG member, supported the adoption of these recommendations, and will continue to work with other local and regional agencies to address these regional environmental issues.

GENERAL GOAL: Conserve and make prudent use of natural resources within San Jose's sphere of influence for man's environmental and economic needs.

a. Woodlands, Rangelands, and Wildlands

GOAL: Recognize the critical ecological and scenic characteristics of rangelands, woodlands and wildlands, and protect them from those effects of agricultural use and urban development which may be harmful.

POLICIES:

1. Public access to wooded areas, rangelands and wildlands, when allowed, shall be consistent with the natural capacity of the land.
2. The use of motorized off-road vehicles shall be limited and strictly regulated in woodlands, rangelands and wildlands.
3. The City shall cooperate with other agencies in the preservation of hillside vegetation and in the control of rangeland grazing, and shall strictly enforce grading regulations governing the removal of natural vegetation and rearrangement of soils.
4. Encouragement shall be given to appropriate forestation and replanting projects in hillside areas.

e. The Bay and Baylands

GOAL: Preserve and restore natural characteristics of the Bay and adjacent lands, and recognize the role of Bay vegetation and water area in maintaining favorable climate, air and water quality.

The Bay and adjacent lands are defined, for the purpose of this plan, as that Bay water area and strip of land extending 1,000 feet inland from the mean high tide.

POLICIES:

1. The Baylands shall be used for existing urban activity, saltponds, wildlife refuges, and recreational purposes consistent with the natural capacity of the land.
2. Review and approval of urban development in the Baylands shall give special consideration to the ecologic hazards of such development. (See also Natural Hazards policies).
3. The City shall cooperate with the County, and other appropriate jurisdictions, to discourage new filling or dredging of Bay waters, salt ponds and marsh lands.
4. The City, in cooperation with other appropriate agencies, shall examine the possibility of opening abandoned Bay saltponds to tidal action.
5. Use of the "Williamson Act" including provision for public access, hiking, and bicycling shall be encouraged in the Baylands.

f. Marine and Wildlife Resources

GOAL: Protect and restore areas of special marine and wildlife habitation, particularly those containing endangered species, as living research and recreational resources, and as indispensable parts of man's total environment.

POLICIES:

1. The City shall encourage expansion of the National Wildlife Refuge in South San Francisco Bay.
2. Nature preserves should be set aside in Bay marshes, streambanks, streambeds, and hillside areas to protect habitats of essential, rare and endangered species of plants and animals, and to provide primitive areas for educational and research purposes.
3. Recreational uses in wildlife refuges and nature preserves shall be limited to those activities which are conservation oriented, such as hiking or horseback riding.

g. Air Quality

GOAL: Restore air quality to a more healthful level in the San Jose area.

POLICIES:

1. The City shall determine the impact of new and existing development on air quality, and establish and enforce appropriate land use and other regulations to mitigate air quality problems.
2. Construction and improvement of public transportation services and facilities shall be promoted especially where air quality improvements can be projected.
3. The City shall urge effective regulation of those sources of air pollution both inside and outside of San Jose, which affect the City's air quality.
4. The City shall encourage programs of education regarding air pollution problems and means of alleviating such problems.
5. The City shall work with ABAG and other affected agencies to implement the air quality recommendations contained in the 1978 Bay Area Environmental Management Plan.

h. Scenic Routes

GOAL: Preserve and enhance the scenic resources of San Jose and its environs, and provide a system of scenic routes to harmonize with and enrich the quality of such resources.

POLICIES:

1. Scenic corridors shall be established with the intent of protecting attractive natural and man-made qualities adjacent to various streets and roads throughout San Jose.
2. Landscaping shall be used in scenic corridors to frame distant scenic views and to screen unsightly land uses.
3. Mature stands of trees, rock outcroppings, edges of streams, lakes and reservoirs and other such natural features within or adjacent to designated scenic corridors shall be protected.
4. Streambeds and modified flood plains shall be included or developed as parts of scenic corridors, wherever possible.
5. The City shall regulate development with the aim of preserving significant views of the Valley and mountains, especially in or adjacent to the Diablo Range, Yerba Buena Hills, Santa Teresa Hills, and Santa Cruz Mountains.
6. Any development along major highways entering the City shall be regulated to provide attractive approaches to the City.
7. The planning of scenic corridors shall be coordinated with and maximize access to public parks, recreation areas, bike trails, cultural attractions, and other related public developments.

8. Scenic connector routes shall be designed to reinforce and extend the continuity of the total scenic routes system.
9. Design for scenic routes shall involve curvilinear street patterns with a minimum of cuts and fills, and an avoidance of long tangents consistent with roadway safety considerations.
10. Road construction shall involve a minimum of removal or disturbance of natural flora and fauna and appropriate restoration where removal occurs.
11. Billboards and other outdoor advertising within scenic corridors shall be strictly regulated.

2. Natural Hazards

Within San Jose's sphere of influence are many areas subject to varying degrees of hazard from conditions of nature. Some of these areas are presently developed; others will be developed in the near future. Historically, as developable land becomes scarce, there is increased pressure to develop vacant land with a greater hazard potential. Development in hazardous areas, however, can result in loss of life and significant property damage, as well as significant cost to the community. The purpose of the Natural Hazards goals and policies is to include safety considerations in the City's planning and decision-making processes in order to reduce loss of life, injuries, damage to property, and economic and social dislocation resulting from the occurrence of natural hazards (recognizing that man's activities can abet in, or "trigger" the occurrence of natural hazards).

Natural hazards obviously represent risk to the community. Since it is not possible to eliminate all risk to life and property, the City must decide, based on social and economic costs and benefits, the degree of risk it is willing to accept for various hazards.

The determination of acceptable risk is applicable both to future planning decisions and to the valuation of risks associated with existing buildings and land uses. High risks in existing structures may be lowered to an acceptable level by physical alteration, relocation or demolition, or by a change in use. With regard to new development, the main emphasis of the General Plan policies is to regulate new construction so as to minimize identifiable risk. The level of risk for one particular hazard - earthquakes, which the City considers acceptable, varies for different land uses and structural types. Figure 16 relates the level of acceptable exposure to risk to various land uses.

There are several kinds of natural hazards of concern to San Jose. These hazards are described in considerable detail in the Safety and Seismic Appendices, as well as the City's Geotechnical Report which is referenced in those appendices. These hazards are delineated on the maps which are a part of the Geotechnical Report. The general location of several of the hazards is also delineated on the Natural Hazards Map.

Hazards related to soil and geologic conditions include: erosion, landslides, expansive soils (subject to alternate shrink and swell behavior) which are most prevalent in hillside areas, weak soils (subject to failure) which are most prevalent in the baylands and along streambeds, and land subsidence which has historically occurred throughout the Valley, but especially in the Central and Alviso areas of the City. There are several specific hazards related to earthquakes. They include the more common surface rupture and groundshaking, as well as seismically triggered landslides and ground failure. Flooding is also a significant hazard in Santa Clara Valley which has a history of flooding though not of a catastrophic scale. The final hazard category is fire-both wildland and urban fires. Wildland fires are not only a hazard in themselves but indirectly contribute to the incidence of erosion, mudslides, and flooding by denuding hillsides of their vegetative cover.

GENERAL GOAL: Strive to reduce to a minimum potential loss of life, human suffering and property damage resulting from sudden natural catastrophes, and inexorable natural processes; and recognize the unique nature of each hazard's threat to community safety.

GENERAL POLICIES:

1. The City shall not permit urban development in those areas where such development would constitute a significant potential danger to the health, safety, and welfare of the residents.
2. Low levels of "acceptable exposure to risk" shall be established for land uses and structures in which failure would be catastrophic, which are required during emergencies, or which involve involuntary or high human occupancy.



HELLYER PARK - Parks and Recreation

3. Risks from natural hazards shall be reduced as much as possible in areas where human activity is necessary or already exists, and where the natural and man-made environment can be safely integrated.
4. Preventative measures for known natural hazards shall be taken simultaneously with new development.
5. Site-specific information on natural hazards shall be required for proposed new development, and where identified hazards preclude safe human interaction, development shall yield to natural processes.
6. Provision shall be made for the continuation of essential emergency public services during natural catastrophes.
7. The City shall promote an awareness and caution among San Jose residents regarding possible natural hazards including soil conditions, earthquakes, flooding, and fire hazards.

a. Soil and Geologic Conditions

GOAL: Seek to avoid or minimize the community hazards of soil erosion, weak or expansive soils or geologic instability by reducing land alteration, specifying appropriate development location or restrictions, and through application of appropriate design and engineering techniques.

POLICIES:

1. Comprehensive soil investigations, based upon delineated soil hazard zones, shall be required when reviewing development proposals so that appropriate land use restrictions or mitigating measures can be applied.
2. The location of critical public facilities and utilities in unstable soil areas shall be avoided whenever possible. When the location of such facilities and utilities on unstable soils cannot be avoided, effective mitigating measures shall be taken. Such facilities and utilities shall, in no event, be located in areas of extreme soil hazard.
3. Grading, land clearance, and grazing shall be tailored in erosion susceptible areas to prevent unnatural erosion.
4. Development on slopes of more than fifteen percent shall be restricted. Only carefully regulated development shall be allowed on slopes of less than fifteen percent.
5. The City shall seek to retain creek channels in their natural state to prevent undue erosion of creek banks.
6. Development in areas of high to very high landslide susceptibility shall be restricted.
7. The City shall not approve new development or sanitary landfills in landslide-prone areas if their existence would be likely to entail excessive City expenditures for mitigating measures, public facilities, or utilities servicing such areas; or excessive expenditures to provide emergency services following landslides.
8. Landslide risks shall be reduced in susceptible locations by requiring appropriate planting and maintenance of vegetative cover.
9. Creek channels, baylands, and other low-lying areas subject to soil liquefaction shall be retained in their natural state, unless adequate mitigating measures can be taken to avoid structural damage.
10. The City shall promote measures to reduce land subsidence and cooperate with other responsible agencies to pursue this end.

b. Earthquakes

GOALS:

1. Minimize the risk to life and property from seismic activity including provision for structural resistance to earthquakes.
2. Require that all buildings be able to withstand ground-shaking from a minor earthquake without damage, a moderate earthquake without structural damage, and a major earthquake without collapse.

POLICIES:

1. The City shall seek to rehabilitate or eliminate structures expected to collapse or fail in a major earthquake; and equitable regulations shall be established which will accomplish this and/or mitigate risks without creating undue hardship or relocation policy problems.

FIGURE 16 ACCEPTABLE EXPOSURE TO RISK RELATED TO VARIOUS LAND USES

Land uses and structural types are arranged below according to the level of exposure to acceptable risk appropriate to each group; i.e., the lowest level of exposure to acceptable risk should be allowed for Group 1 and the highest level of exposure to acceptable risk for Group 7.	
LEVEL OF ACCEPTABLE EXPOSURE TO RISK	LAND USE GROUPS
EXTREMELY LOW	Group 1: • Vulnerable structures, the failure of which might be catastrophic – such as nuclear reactors, large dams, and plants manufacturing or storing explosives or toxic materials.
	Group 2: • Vital public utility facilities, such as electric transmission interties (500 KV), network ties (230 KV), and substations, regional water supply distribution facilities, such as aqueducts and valley pipelines, treatment plants and pumping stations; and gas transmission mains.
LOW	Group 3: • Major communication and transportation facilities, such as airports, telephone lines and terminals, bridges, tunnels, freeways and overpasses, and evacuation routes.
	• Water Retention Structures such as small dams and levees, and sanitary land fills.
	• Emergency facilities, such as hospitals, fire and police stations, ambulance services, and post-earthquake aid stations.
	Group 4: • Involuntary occupancy facilities, such as convalescent and nursing homes, schools and prisons.
	• High occupancy buildings, such as theaters, arenas, large office buildings and hotels, and large apartment buildings or complexes.
MODERATELY LOW	Group 5: • Public utility facilities, such as metropolitan feeder electric transmission routes (60 and 115 KV), water supply turnout lines, and sewage lines.
	• Facilities which are of major importance to the local economy.
ORDINARY RISK LEVEL	Group 6: • Minor transportation facilities, such as arterials and parkways.
	• Low to moderate occupancy buildings, such as single-family residences, small apartment buildings, motels, and small commercial/office/professional light industrial buildings.
	Group 7: • Very low occupancy building such as warehouses, storage areas, and farm structures.
	• Open space and recreation areas, farm lands, and wildlife areas.

Source: Joint Committee on Seismic Safety of the California Legislature

2. The City shall not approve high risk land uses in earthquake-prone areas; except that such uses may be approved with mitigating measures when alternative sites are not available.
3. Construction shall be restricted in areas principally adjacent to and within creek channels; where seismic activity can produce liquefaction when the location of such facilities and utilities on unstable soils cannot be avoided, effective mitigating measures shall be taken. Such facilities and utilities shall, in no event, be located in areas of extreme soil hazard.
4. The City shall continue to require geotechnical studies for development proposals; studies which determine the actual extent of seismic or geologic hazards, optimum location for structures, the advisability of special structural requirements, and the feasibility and desirability of a proposed facility in the particular location.
5. Standards shall be developed to insure that vital public utilities, communication and transportation facilities are built and located so that they have maximum potential to remain functional during and after an earthquake.
6. Land uses in close proximity to water retention levees or dams with moderate or high potential for seismic failure shall be carefully regulated.
7. Encouragement shall be given for appropriate regional, State, and Federal agencies to study the seismic resistance of area dams.
8. The City shall require detailed dynamic ground motion analysis and suitable structural design methods for all structures with a low level of acceptable exposure to risk.
9. The City shall continue to follow requirements of the Special Studies Zones Act and impose additional investigative requirements on all development in areas defined by the Act and, in addition, shall follow the pre-development recommendations in the City's Geotechnical Report.
10. The City shall continue updating, as necessary, the San Jose Building Code or incorporate the most recent edition of the Uniform Building Code.

c. Flooding

GOAL: Minimize the risk of flood damage throughout San Jose by restricting development in floodplains, areas subject to "100-year" flooding, and areas in close proximity to water retention levees or dams.

POLICIES:

1. The City shall prevent the unnecessary or excessive siltation of flood control ponds and reservoirs by restricting or carefully managing development in watershed areas.

2. The City shall encourage the use of the "modified floodplain concept" for the control of downstream fresh-water flooding.
3. Development shall be discouraged in areas, principally along creek channels, where historical and life-threatening flooding has occurred.
4. Designated floodway areas shall be preserved for non-urban uses through the adoption of appropriate flood plain zoning regulations.
5. Encouragement shall be given to construction of adequate flood control facilities to protect Alviso and North San Jose.
6. The ability of major dams affecting San Jose to withstand seismic activity shall be determined; data on possible inundation from dam failure shall be refined, and appropriate emergency plans shall be prepared.
7. The City shall encourage that downstream flood control systems, in every possible instance, remain in their natural state.

d. Fire Hazards

GOAL: Incorporate fire safety precautions as an integral consideration in planning and programming urban development, provide fire service capabilities commensurate with the style and extent of urban development, and insure that development proposals include various techniques to reduce fire risks and conform to the requirements for a desirable fire insurance rating.

POLICIES:

1. "Controlled burning" programs, agricultural uses such as grazing and special planting, and maintenance programs to reduce potential fire hazards in the hills and wilderness areas shall be encouraged and expanded.
2. New development susceptible to fire hazards should have fire warning devices and secure evacuation routes. Multiple family units should be as independently secure from fire as possible.
3. Fire service facilities shall be distributed throughout the City so that essential services will be present in potential areas of isolation.
4. Alternative water resources for fire fighting purposes shall be identified for use during a disaster.
5. Urban development shall be designed and located to minimize fire susceptibility in rangelands, wooded or wilderness areas; and storage of flammable materials shall be prohibited in such areas unless appropriate safety precautions are taken.



PERALTA ADOBE - Courtesy Parks and Recreation

■ 3. Manmade Resources

Parks and Recreation Park and recreation lands and facilities, in some cases, take advantage of or are located based upon some natural feature. By and large, however, they represent a created resource. The parks and recreation needs of San Jose residents are met by facilities and programs of both the City and the County. The City provides facilities at the neighborhood scale intended to serve people within a fairly limited area. The City also provides facilities of a citywide scale, with attractions or activities of sufficient interest to draw people from throughout the community. It is the City's feeling that the County can most appropriately fulfill its role of providing park facilities of a regional-scale by locating them on the valley floor where they are most accessible to the greatest number of people. The concept is that of "urban regional parks". The benefits to an urban population which are provided by park facilities, are sometimes also provided by facilities which are not totally used or specifically designed, for parks and recreation purposes. Flood control facilities can serve the dual purpose of containing floodwaters and providing linear open space.

Solid Wastes Solid wastes have traditionally been viewed as a disposal problem – a land use issue. Most governmental concern has related to where to locate disposal sites so that they would not constitute a nuisance for other uses, and how to operate them so as to avoid air, noise, and water pollution problems. These are still concerns. The policies below provide criteria which the City can utilize in selecting a disposal site, or apply in reviewing a site proposed by private interests or another governmental agency. The City's interest in solid waste now extends to beyond disposal. There are materials in solid wastes which can be recovered and reused; and solid wastes can be used as a source of energy.

Long term industrial growth projected for San Jose may result in new and special waste disposal problems. Manufacturing industries producing electronic components and certain heavy industries generate certain hazardous wastes known as "Group I" wastes. These wastes must be delivered to Class I disposal sites. The principal storage and disposal/neutralization/recovery for local Group I wastes is located in Contra Costa County. The Santa Clara County Solid Waste Management Plan indicates that provisions for Class I waste disposal are currently adequate. However, the Management Plan should be annually reviewed to assure an adequate supply of Class I and all other types of disposal sites.

Historic, Archaeological and Cultural Resources Structures and sites which are representative of the cultural, political, and technological achievements of this area are an important resource in creating a sense of identity in San Jose residents. The commonly held image of San Jose relates it to recent rapid growth, tending to obscure the importance of earlier eras in the development of the City. San Jose, founded November 29, 1777, is the oldest Spanish community in California. Its story is the opening of a new land, the building of a civilization which has vitally affected the development of the west coast and has sustained an ever accelerating growth since it was established.

Since 1777, San Jose has been known as the "City of Firsts." Within this category are: the first recognized school district in the State was Moreland School District organized in 1851; the first State capital was located in San Jose; and the first civil governor, Peter H. Burnett, resided here. Charles D. Herrold is said to have held the first broadcast station license issued by the Federal government, KQW, which claimed to be the pioneer broadcasting station of the world. John J. Montgomery, father of basic flying and the first to achieve controlled flight, conducted his experiments in the Evergreen area. These and other San Jose "firsts" have left a vitally unique legacy of architecture, landmarks and culture which should be preserved and documented for future generations. A community that mushrooms into a city without consciousness of its historical heritage has nothing to distinguish it from others; it is just another city.

It is therefore desirable to promote an awareness of San Jose's historic and archaeological heritage which, in turn, will aid in forming a sense of community identity, a key factor in civic pride. An initial step in identifying the historic resources of San Jose has been made by the Historic Landmarks Commission which has had responsibility for compiling an inventory of our most historically significant sites and structures.

It is the policy of the city to identify the aforesaid structures of historic or architectural merit and place them under the protection of the Historic Preservation Ordinance.

History, as defined for this document, is the study of the impact made by notable personalities and events upon the growth and development of San Jose and the surrounding area. This perspective, however, not only includes the natural factors of terrain, waterways, and disasters, all of which have an impact upon the development character of San Jose, but

also includes the significance of class and ethnic groups, which as groups made great contributions to the community's development and also of sections of the city which are representative of various periods in the City's history. These are not necessarily the most outstanding structures historically or architecturally, but rather are examples from the total spectrum of influences on the evolution of a city. In San Jose, this could include Japantown and Palm Haven neighborhoods, among others.

Two approaches are necessary in historic preservation: one for the preservation of individual structures of historic and/or architectural merit, and one for the conservation of areas where concentrations of structures exist representing periods or groups important in the growth of San Jose. The first concern has been addressed through adoption of the Historic Preservation Ordinance. This Ordinance establishes procedures for the designation of individual landmarks of historical, architectural, cultural or aesthetic value or interest. It further preserves and protects the landmark by prohibiting any work on the exterior of the structure, other than routine maintenance, without issuance of an HP Permit, also required for demolition of the structure. The HP Permit will only be issued when the proposed work is in conformance with the historic character of the structure or when hardship resulting from the historic designation can be demonstrated.

A mechanism is still needed whereby certain districts can be recognized as deserving special consideration in the planning process. As soon as such a mechanism is established, appropriate districts can be identified and so considered. In these areas, it is the impression of space created by the buildings and landscaping which is important. Any physical treatment of a preservation district, whether public or private, should reinforce the visual continuity of the neighborhood. Criteria for judging conformance could take into account the height, scale, and spacing of buildings, and the relationship of landscaping, colors and textures.

Acknowledgment should be given to the fact that many efforts which would preserve historical or architecturally significant structures are initiated by private parties. It is the responsibility of the City to create confidence in the soundness of investment in these buildings and to provide the economic incentive to do so. Some flexibility needs to be allowed in determining functional alternatives to the use of a designated structure from that shown on the Plan Map. However, the structure, and any portion of the site included in the designa-



CALERO RESERVOIR - Parks and Recreation

tion, must retain that value for which it was originally designated. Other incentives could include both direct and indirect financial assistance. For example, the City could actively seek and act as a conduit for grants, loans and loan guarantees from the Federal and State governments and from private parties. The City could also press for legislation to provide property tax relief for designated landmarks and districts.

Public parks with historical significance should be given high priority including the Peralta Adobe Park, Alum Rock Park, St. James Park, Kelley Park and Historical Museum, and the proposed Pellier Park.

It is desirable to encourage the continuing development of the living, unique historic museum in Kelley Park and to encourage the educational benefits of displaying the City's collection of historic artifacts in this park. It is a living example of perpetuation, rehabilitation, and restoration of our local history dating back to 1850.

An additional aspect of the City's historic-cultural resources is that of archaeological resources. The beneficent climate, the bay and its marshlands, the all-year streams, the oak groves, and the bounty of the land provided the resources needed for Indian villages which are the basic components of San Jose's archaeological record. Indian findings are likely to be found where streams from the hills break out on the edge of the valley, on streams or sloughs in the historic edge of the bay marshlands, mounds on the floor of the valley and in shell mounds and midden mounds along sloughs or marshes.

The City's irreplaceable archaeological record should be protected and preserved; the location of sites containing valuable archaeological remains must be more precisely identified than they have been to date, if this is to be accomplished.

GENERAL GOAL: Create an urban environment in which man-made resources harmonize with and enhance the natural environment.

a. Parks and Recreation

GOAL: Provide parklands and recreation areas which utilize and enhance, to the fullest extent, San Jose's natural endowments.

POLICIES:

1. The City shall provide park facilities, community centers, and recreation programs responsive to the needs, interests, and abilities of people of both sexes, all ages, and the varied cultures, customs, and traditions of the community.
2. The City shall consider planning area needs in setting park priorities. In areas where park sites are deficient, funding priority shall be given to park land acquisition. In areas where adequate park sites exist, funding priority shall be given to park development.
3. The City shall continue to cooperate with the Santa Clara Valley Water District and other appropriate agencies in utilizing modified floodplains along streams and stream-sides for recreation including the development of stream-side parks.
4. Water agencies operating within San Jose shall be encouraged to consider recreational uses on water-related lands.
5. Steps shall be taken to insure that parks are secure and adequately policed.
6. Quasi-public spaces such as utility corridors, abandoned railroad beds, and school campuses shall be utilized, whenever possible, for recreational purposes.
7. Bikeways, hiking trails, equestrian trails, roadside rest areas, picnicking accommodations, view turnouts, and instructional displays should be provided, wherever possible, especially within designated scenic corridors.
8. Cooperative planning between school districts and the City in the development of recreation areas shall be continued. Cooperative efforts shall also be initiated with other public, quasi-public, and commercial entities to develop parks, recreational areas and other public open spaces especially in areas of environmental deficit.
9. Park and recreation priorities within and among planning areas shall be updated annually, as part of Urban Service Program review, with appropriate citizen involvement.

10. The City shall urge the County to establish urbanized areas as the highest priority for the allocation of funds for regional parks. Urban regional parks proposed for consideration include Lake Cunningham, Penetencia Creek Park Chain, Guadalupe Oak Grove, and Coyote Creek Park Chain.
11. In determining City acceptance of open space offered for dedication, consideration shall be given to whether the subject lands are intended to preserve the natural and scenic beauty, preserve natural and man-made landmarks, or provide a land supply to meet future recreational needs (active or passive). It is not the policy of the City to accept open space lands solely intended for the purpose of enhancing private use or development, nor marginal lands which would not be developed under any circumstances.
12. Pursuant to the above policy, open space of a regional significance and magnitude should be considered for acceptance by the County.

b. Soil Wastes

GOALS:

1. Consider solid wastes as an important recoverable resource material and energy source and pursue an active course toward complete recycling of waste.
2. Locate and operate land fill sites so as to ensure the safety of the underlying aquifer as well as surface and bay water quality and maintain the quality of life in the affected neighborhoods.

POLICIES:

1. Methods of solid waste recycling and reuse which involve production of energy or recycling of material shall continue to be studied and shall be employed as soon as they are feasible.
2. Solid waste disposal land fill sites shall be discouraged on lands which are susceptible to landslides, seismically induced ground failure, "100-year" flood inundation, salt water inundation, or dam inundation; or which have a high water table, are within a reservoir drainage basin, in wetlands or in areas where the proximity of the site over granular soils, with some seismic failure potential, may cause leachate introduction into the pathways to the aquifers.
3. Proposed solid waste disposal sites shall be planned and located to mitigate negative impacts on residential areas including traffic hazards, noise hazards, potential littering of traffic routes, or wind and waterborne pollution.
4. The operation of sanitary landfill sites should be conducted in such a way that they do not create an attractive environment for insects and rodents.
5. The acquisition or approval of solid waste disposal sites shall include planning for eventual phased restoration, recreational or open space uses.
6. Preference shall be given to inland non-urban sites for future solid waste disposal; and phase-out of Bayland sites for such purposes shall be implemented.
7. Expansion of solid waste recycling centers shall be encouraged.
8. The City shall work with ABAG and other affected agencies to implement the solid waste management recommendations contained in the 1978 Bay Area Environmental Management Plan.

c. Historic, Archaeological and Cultural Resources

GOAL: Promote a greater historic awareness and enhance the quality of urban living by the preservation and judicious use of historically and archaeologically significant structures and sites.

POLICIES:

1. The City shall promote the preservation of historically, archaeologically, or architecturally significant structures and sites through the application of the Historical Preservation Ordinance.

- 2. The City shall encourage the development of information which will allow the prediction of areas with a high probability of containing archaeological remains.
- 3. An inventory of sites, structures, flora and artifacts of historic, archaeological, architectural or cultural value shall be maintained and periodically re-evaluated.
- 4. For areas which have been identified as probable sites of archaeological remains, the City shall require that projects requiring the issuance of permits by the City or projects on City land be investigated during planning stages in order to determine whether valuable archaeological remains will be affected by the project; upon discovery of findings, development activity should be halted until professional archaeological examination and preservation is accomplished.
- 5. The City shall take all possible precautions to insure that no action by the City results in the loss of the irreplaceable archaeological record present in the City's jurisdiction.
- 6. The City shall act to promote the preservation of archaeological sites by placing them under public ownership when possible; funds from Federal, State and local sources should be sought.
- 7. In the Site Development Process, the presence of an historic or archaeological site in proximity to a project under review shall be considered so that the qualities to be preserved by landmark status will not be adversely affected.
- 8. Land uses other than those designated on the Land Use/Transportation Diagram may be allowed, under Planned Development process, on sites with structures of significant historical or architectural merit if the historic/architectural qualities would thereby be preserved, and the use would not otherwise be incompatible with the surrounding area.
- 9. The City shall preserve and make judicious use of historically and archaeologically valuable lands now undeveloped or termed open space by considering them in its planning for parks.
- 10. The City shall preserve and make judicious use of City-owned property of historic and archaeological value, including the San Jose Historical Museum, Peralta Adobe Park, and others.
- 11. Areas with a concentration of sites, structures or objects unified by past events or by their physical development shall be inventoried, and consideration given to their preservation through the creation of historic preservation districts.
- 12. The City shall encourage rehabilitation of buildings and districts of historic significance and shall explore a variety of techniques and measures which could have an effect on achieving this end including the development rights transfer process, property tax relief for designated landmarks and/or districts, the impact of Building Codes on preservation, and the availability of grant monies, loans and loan guarantees for the rehabilitation of designated structures.
- 13. Programs of public information shall be undertaken to maintain a historically aware citizenry including the provision of background data on their property to the owners of historically or archaeologically significant structures or sites.

■ 4. Energy

The availability of energy supplies at a reasonable price is clearly one of the most critical aspects of environmental management, one which is vital to the continued functioning of our society. The amount of energy available for our use and the price we will pay for it are determined both by the resources available in the natural environment and by our ability and willingness to manage—extract, process, store, and distribute—those resources. When a large and varied set of factors affect each potential energy source, the issue of finding an acceptable mix of sources becomes even more complex. Clearly, the energy issue has important environmental, social, economic, and political significance, and energy decisions made today can have repercussions worldwide and far into the future.

Although the City of San Jose and its residents will be affected by all energy decisions, there are many aspects of the issue over which they have little direct control. While we can lobby the State and Federal governments to influence their decisions regarding energy, we have little influence over the

exercise some control, primarily by affecting the amount and type of energy fuels the City and its residents consume, and by encouraging the development of localized alternative energy sources. The value of taking the actions available to the City becomes clearer in light of projections for future energy costs. In 1970, an estimated \$248 were spent per person on energy; if the current trends continue throughout the time-frame of this Plan, each San Jose resident will spend roughly \$2344 on energy in 1990. Citywide, this means that approximately \$1.8 billion in 1980 dollars will be spent by San Jose's residents and businesses for energy in 1990. If the City's actions can reduce this amount by even 1%, \$18 million dollars would be saved, an amount which would then become available for the purchase of food and shelter, or for investment in the local economy.

Beyond these economic benefits, a reduction in the consumption of non-renewable energy sources can slow the depletion of those limited resources and, by reducing demand for new supplies, can lessen or postpone the environmental damage caused by the increasingly difficult extraction of those fuel supplies. Further, a decrease in demand makes the provision of energy from uncertain fuel sources with unresolved safety, pollution, and waste disposal issues less necessary. Also, the use of locally available, non-polluting, renewable resources such as solar energy decreases the impacts on the environment of energy transport and reduces air pollution in the areas where that energy is consumed.

A final rationale for the City of San Jose's involvement in energy management is our security—national, City and personal. Roughly 35% of our energy now comes from foreign countries. Should significant portions of that supply be severely restricted or its price drastically increased, the well-being of San Jose's residents and businesses would surely suffer. Such effects could range from low-income persons no longer being able to heat their homes to a major shortage where emergency vehicles could not be assured of adequate fuel. By reducing our dependence upon these uncertain fuel supplies, we may be able to limit the impacts of such a disruption. Clearly, the City of San Jose should take such actions as are available to it in order to ensure a secure supply of energy at a reasonable price, and with a minimum of environmental and economic disruption.

There are several ways in which San Jose can affect energy supply and consumption. First, the City can reduce the amount of energy consumed in its own operations and can use renewable energy sources where feasible. Second, the City's land uses and transportation system can be modified to use energy more efficiently. For new developments, this can be accomplished through the development review process, from the designation of planned land uses to the design guidelines for evaluation of specific projects. In existing development, the City can use a variety of educational, incentive, and mandatory techniques to achieve more efficient energy consumption or the use of alternative energy sources. Third, the City can support the development of renewable energy sources through the use of its legislative powers and lobbying ability.

The following policies set forth the City's basic position regarding energy. Other goals and policies which affect energy use are found throughout the Plan, integrated into the discussion of pertinent issues such as community design. It is not the City's intent to simply formulate these policies; rather, their adoption is intended to lay the groundwork for the development of an energy management program and, ultimately, for incorporation of energy concerns into all of the City's decision-making processes.

GENERAL GOAL: Seek to ensure an adequate reliable supply of energy for the City, its residents and businesses, at a reasonable price and with a minimum of environmental damage and economic disruption, and seek to assure that this energy is used efficiently.

a. City Operations

GOAL: Reduce the amount of energy consumed by the City and provide an example of conservation for the community.

POLICIES:

- 1. New City facilities should be designed to be energy efficient through the use of techniques such as solar orientation, insulation, shading, landscaping, and active or passive solar energy systems.
- 2. Existing City facilities should be audited to identify potential energy savings, actions shall be taken to increase their energy efficiency, and the continuing performance of these facilities shall be monitored.
- 3. When considering purchase of new equipment, the City should evaluate the life-cycle costs of that equipment.

- 4. Lighting levels in City buildings should be reduced where such reductions will not impair workers' health, safety, or productivity. Lighting fixtures shall be used which will provide adequate illumination with the most efficient use of energy.
- 5. Lighting levels outside buildings, in parks, in parking lots and on streets should be reduced where such reductions will not impair health, safety, or productivity. Outdoor lighting fixtures shall be used which will provide the appropriate amount of illumination with the most efficient use of energy.
- 6. The City should evaluate the use of smaller City vehicles and vehicles powered by electricity, gasohol, or other alternative fuels.
- 7. The City should investigate and, where justified, implement measures to reduce energy consumption in the City's Water Pollution Control Plant, the water, sanitary sewer and storm sewer systems.
- 8. The City should investigate methods to utilize solar energy and biomass conversion in City operations.
- 9. The City should review and implement, where feasible, other techniques and policies which will make more efficient use of energy or use alternative energy sources in internal operations.
- 10. The City should attempt to convey information and experience gained as a result of internal energy management to residents and businesses for whom this information would be beneficial.

b. Land Use/Transportation

GOAL: Encourage development which, by its location and design, reduces the need for non-renewable energy resources.

POLICIES:

- 1. Higher residential densities shall be encouraged in areas served by primary public transit routes and close to major employment centers where consistent with other City goals and policies. Development served by transit and other existing services shall be encouraged.
- 2. Industrial and commercial uses should be located near major residential areas, when the uses and design are compatible, in order to reduce energy used in commuting.
- 3. Future public facilities shall be located in areas easily served by public transportation.
- 4. Requests for General Plan amendments to expand the Urban Service Area shall be evaluated in terms of potential energy consumption. In order to equitably evaluate such proposals, the City shall develop a quantitative method for calculating the probable energy consumption in construction of the units and necessary supporting infrastructure, as well as potential energy usage by future residents for commuting and domestic purposes. The same method shall be used for calculating energy consumption of a similar use in the existing urban area, in order to provide a basis for evaluating the proposed expansion.
- 5. The use of energy-efficient design techniques shall be encouraged in new development and, where feasible, solar access shall be provided, consistent with other City goals and policies. (These design techniques are described in greater detail under Section I.C.6., Community Design, of this General Plan.)
- 6. The City shall encourage owners and residents of existing development to take steps which will result in more efficient energy use or in the utilization of alternative energy sources. Such steps may include educational programs, the provision of incentives for action, or mandatory requirements.
- 7. The City shall develop a comprehensive energy management program in order to implement these policies.

c. Development of Alternative Energy Sources

GOAL: Promote the development and commercialization of renewable energy sources, support efforts to increase public acceptance and use of these forms of energy and work with other public and quasi-public agencies to achieve this goal.

SHAPING THE FUTURE

1. The City shall encourage or require the use of solar energy, or other renewable forms of energy, where justified by social, environmental, or economic considerations.
2. The City shall support legislation which promotes research on alternative energy and appropriate technologies, and which provides incentives for their use.
3. The City shall investigate the potential for funding and installation of solar energy systems as part of residential rehabilitation programs.
4. Efforts to educate the community on energy efficiency and the use of renewable forms of energy shall be supported by the City.
5. The potential for establishment of a municipal solar utility shall be evaluated.
6. Literature on energy conservation and renewable energy sources shall be made available to the public through the City's library system and through other City departments.
7. Other means of City involvement in the development of alternative energy sources should be investigated.

5. Noise

The noise level we experience daily has increased so gradually over time that one fails to recognize its danger. Next to air and water pollution, noise has recently been recognized as a third major pollutant, with substantial scientific evidence documenting its detrimental effects on human health and well-being. As part of its planning program, the City commissioned a community noise measurement survey. The survey generally revealed that San Jose is slightly quieter during the day than the average urban area and slightly noisier at night. The City's average area night-to-day upshift in background noise levels was 7 dBA (see the Noise Appendix for technical details on Noise Measurement). The upshift ran from as low as 1 dBA in rural hillside areas of the City to 17 dBA near major streets and freeways. The measurement survey also revealed that a significant amount of the areas adjacent to the more heavily traveled streets experience noise levels greater than that considered an acceptable exterior noise quality level.

The Environmental Protection Agency identifies 45 Ldn indoors and 55 Ldn outdoors as the maximum levels below which no effects on public health and welfare occur (Ldn is recommended by the E.P.A. for use in describing the cumulative effect of exposure to all sources of environmental noise and is based on the A-weighted scale of sound measurement). These levels also protect the vast majority of people, under most conditions, against annoyance. However, because of the existing noise conditions in San Jose, it was considered more realistic to adopt a short-range exterior noise quality level of 60 Ldn. Because techniques are presently available to attenuate outdoor noise, 45 Ldn was adopted as a reasonable interior standard. Figure 17 shows the compatibility of various land use categories to community noise levels. The goals and policies of this plan are designed to ultimately achieve these levels.

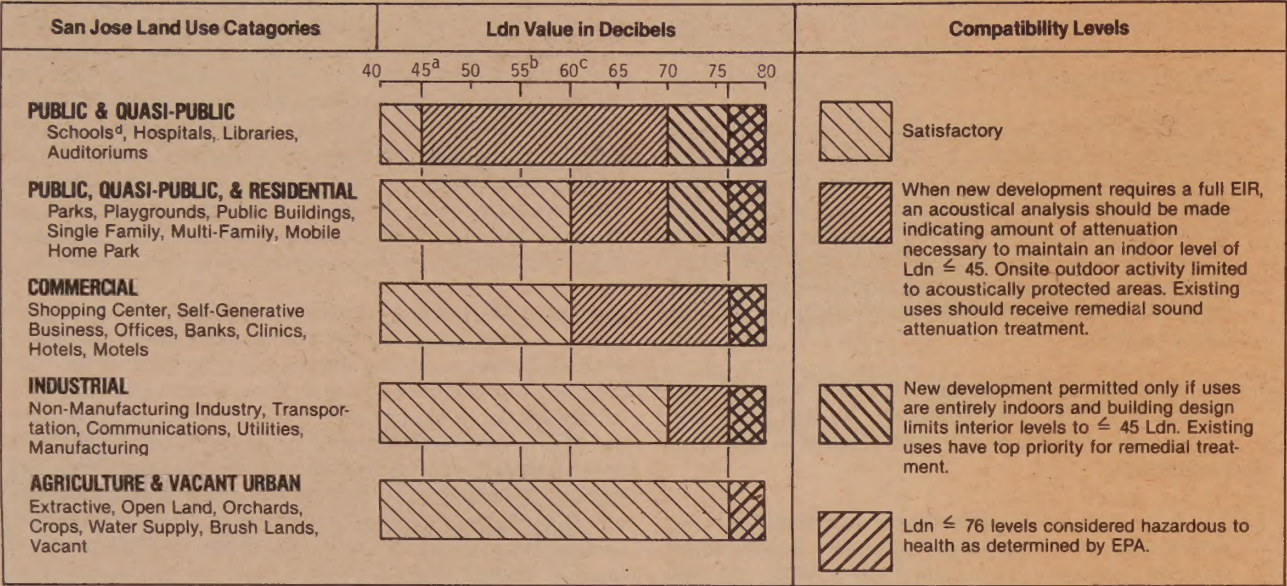
The area around San Jose Municipal Airport is a special problem area for noise impacts. Forecasts of the Airport noise environment through 1997 in the Airport Master Plan/Vicinity Area Plan show that noise levels will ultimately be about the same as in 1978. Because of the substantial amount of existing housing and the anticipated increases in the housing supply—especially in the Downtown Core Area—as well as significant industrial and commercial development potential within the projected 65 CNEL contour for 1997, the land use compatibility criteria set forth in the Airport Master Plan/Vicinity Area Plan shall supersede those in Figure 17.

GOAL: Minimize the impact of transportation, industrial and household noise on human activity through noise reduction and suppression, and through appropriate land use policies.

POLICIES:

1. The City shall establish acceptable noise objectives of Ldn # 55 as the long-range exterior noise quality level, Ldn # 60 as the short-range exterior noise quality level, Ldn # 45 as the interior noise quality level, and Ldn # 76 as the maximum exterior noise level to avoid significant adverse health effects. These objectives are established for the City in recognition of the fact that their attainment of the environs of the Municipal Airport will probably not be achieved in the time frame of this Plan.
2. The City shall include appropriate noise attenuation devices in the design of all new arterial streets.

FIGURE 17 LAND USE COMPATIBILITY GUIDELINES FOR COMMUNITY NOISE IN SAN JOSE



SOURCE: City of San Jose, Planning Department

a. Interior Noise Quality Level
b. Long-Range Exterior Noise Quality Level
c. Short-Range Exterior Noise Quality Level
d. Leq value of Leq(8) = is used for the evaluation of school impact by the airport.

3. The City shall require appropriate site and building design, building construction, and the installation of noise attenuation devices in new residential development and parks located adjacent to freeways, expressways, major arterials, mainline railroad rights-of-way, and other major noise generating uses.
4. The City shall encourage the State Department of Transportation and County Transportation Agency to provide sound attenuation devices which are visually pleasing, on all new and existing freeways and expressways.
5. The current policy of encouraging noise reducing modifications to jet engines and the use of quieter jet aircraft at the San Jose Municipal Airport shall be continued.
6. The City shall continue to require safe and compatible land uses within the Municipal Airport noise zone (defined by the 65 CNEL contour forecast for 1997) in compliance with the adopted Airport Master Plan/Vicinity Area Plan noise policies; and shall also require flight and ground operations which minimize noise.
7. The City shall encourage the Federal Aviation Administration to enforce current high cruise altitudes which minimize the impact of aircraft noise on land use.
8. The use of trail bikes, mini-bikes, dune buggies and other such off-road vehicles shall be restricted to areas where noise impact is minimal.
9. The City shall regulate noise from outdoor appliances, air conditioners, and other consumer products so as not to disturb the occupants of surrounding properties.
10. The development of a public transportation system which contributes to noise reduction shall be encouraged.

6. Impact of Environmental Management Policies

Natural Resources Application of the Natural Resources Policies of the General Plan will preserve, enhance and conserve the natural resources of San Jose. The extent to which these goals and policies are not implemented will determine the rate at which these resources are destroyed or depleted, in many cases irreversibly to the detriment of the City's environmental and economic needs.

Unequal commitment to, and application of, the goals and policies can result in pressures among them to the extent that one impacts adversely on the other.

Short term impacts of the goals and policies will be to increase governmental restrictions upon personal as well as property rights, increase governmental costs, and in some instances, increase direct costs to individuals.

Natural Hazards The goals and policies respecting Natural Hazards judiciously applied, will obviously provide both short and long range benefits to San Jose residents. Certain adverse short term impacts to persons will occur through increased developmental and maintenance costs; restrictive, corrective, and relocation costs and inconveniences, and either continued or increased, emergency service costs.

Corrective and preventive measures, such as controlled burning, construction of water control facilities and floodways, will cause damage to plant and animal life, and perhaps historical and archaeological resources, unless sensitively applied.

Disregard or less than effective application of these goals and policies, will increase short term and long term risk levels of human and economic existence to an unacceptable state.

Man-made Resources The creation of an urban environment in which man-made resources harmonize with and enhance the natural environment requires affirmative action with respect to such man-made resources as parks and historic resources, as well as various waste products.

Initial construction, improvement, utilization of transformation of these man-made resources, in varying degrees, impacts the environment adversely through short term effects on flora, fauna, water and air quality, and utilization of natural resources.

Park and recreation improvement activities as well as utilization and enjoyment by the citizenry causes short and long term adverse effects which on balance results in a considerable beneficial impact. While these amenities are not directly cost effective, they can be shown to be extremely beneficial economically and socially in their effect upon property values and social and human values. A reversal or loss of support for an effective parks and recreation policy would be detrimental to the socio-economic viability of the community.

Districts or properties designated to be of historic, architectural, cultural, or aesthetic value or interest will, in the short term, generally continue to be only marginally economically productive since most of the structures or districts are older and usually deteriorated. Unless immediately restored, the tax base underlying the structures or districts will continue to deteriorate as will the economic, social and aesthetic environment.

In addition to known intangible values received through heritage acknowledgement and preservation, the deterioration of structures will be reversed and redevelopment of struc-

tures and districts will occur. New or added economic value will accrue to land, structures, and districts, with a consequent increased tax base.

The preponderance of the area's historical assets being centralized in downtown San Jose can provide a prestigious and positive advantage in the revival of the downtown Core Area as the cultural, social and economic focal point of the Santa Clara Valley.

Solid wastes effectively utilized as a resource will reduce pollution and contamination of the environment as well as the rate at which finite resources are depleted. Presently, feasible solid waste management practices, including resource recovery, continues to have certain unavoidable adverse effects associated with it such as transport related congestion, intrusion, noise and air pollution, as well as energy consumption. Long term net benefits will be beneficial, on balance, since San Jose's policy will protect its residents from presently inherent adverse impacts; and will reduce all potential harmful or annoying factors with its policy of adopting new environmentally sound practices as they become feasible.

Noise Impact of noise policies will be to increase costs of public and private improvements due to requirements for noise attenuation structures and materials. Increased flexibility in site development will be required in order to accommodate noise policy implementation.

Since the present noise policy is "receptor protective" rather than "source restrictive", it will not prevent a gradual increase in the ambient noise level, although it will slow it down. The application of a Noise Ordinance which restricts noise at its source, together with the enforcement of certain State Vehicle Code sections, is required for a significant long range attack on this increasingly growing health hazard.

Summary Implementation of environmental management policies have short term effects which generally result in increased restrictions upon personal rights as well as property rights and higher governmental and institutional costs. Since, however, resources are finite - hazards threaten general health, life and limb - the short term disadvantages properly treated are more than balanced by the long term effects of proper environmental management. Since man is surrounded and exists in his environment, it is simply axiomatic that existence is dependent upon judicious application of sound environmental management policy.

C. Community Development

1. Urban Development

The City first adopted a set of Urban Development Policies, in 1970, which were not a part of the General Plan. These policies deal with the timing and staging of development and are of such importance and so inter-related with other General Plan policies, that they have been incorporated into the Plan. In this fashion, any changes in the policies or any revision of the Urban Service Area boundary will take place as part of the annual revision of the General Plan.

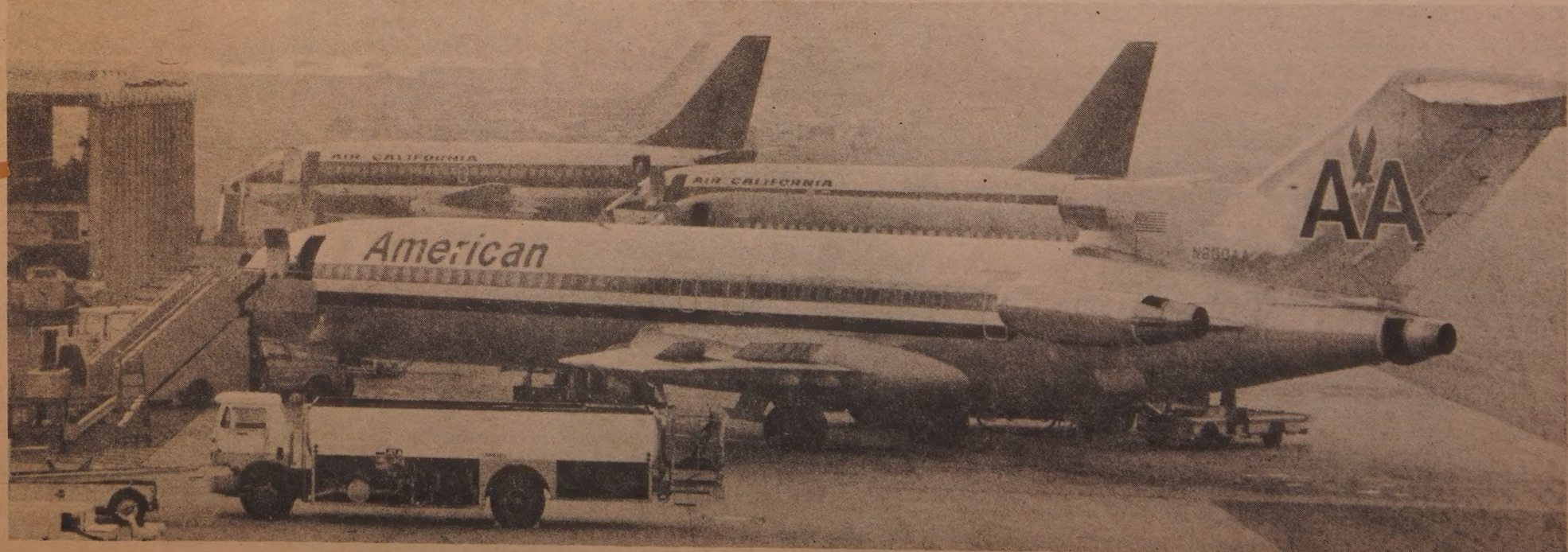
GOAL: Insure that San Jose's future growth will proceed in an orderly, planned manner to achieve a balanced composition of industrial, commercial,

residential and public uses which preserve and advance the quality of the existing environment; as an important step in achieving this goal, seek to assure that future development will occur in such a manner as to provide efficient and economical public services, and maximize the utilization of existing and proposed public facilities, and ensure the equitable sharing of the cost of such services and facilities.

POLICIES:

- Urban Service Areas shall be designated by the City, in cooperation with the County, approved by LAFCO and be subject to annual review.
 - Urban expansion to accommodate future growth shall be planned and programmed on a staged basis. Urban expansion may include redevelopment, as well as development of vacant land. Urban expansion requiring annexation should be planned cooperatively with the County.
 - Individual areas shall be reviewed as to their ability to be served by the existing facility systems or by those proposed in the Urban Service Program. Where the full range of facilities and services do not exist and are not funded, the City shall evaluate its ability to provide for expansion of facilities and services and, if able, include them in the operating budget and Capital Improvement Program in order to facilitate development in the Urban Service Area.
 - The City Manager shall report to the Council on any special funding required to provide public facilities in the Urban Service Area at such time as specific development is proposed.
 - In order to assure that all urban development be adequately served, each developer shall be required to pay for new municipal capital facilities needed by his development to the extent that no other sources of funding are available.
 - Development of lands that will facilitate completion of planned transportation corridors shall be encouraged.
- It is City Council, County and LAFCO policy that existing and future urban land uses shall occur within cities.
 - Incorporated areas within the Urban Service Area and within the existing municipal utility and facility systems shall be encouraged for development, contingent upon the availability of facilities provided by other public agencies such as schools, flood control provisions, and an adequate transportation system. The City shall work cooperatively with other public agencies to seek satisfactory and timely solutions to the problems of facility planning and programming.
 - Within the Urban Service Area, preference should be given to abandoned, unused or under-used land already having a full range of municipal facilities and services before underdeveloped outlying land is utilized for accommodating new development.
 - The City shall discourage from inclusion under the Williamson Act lands in the Urban Service Area except those lands in the industrial reserve, lands proposed for open space, and other lands where development is severely restricted for reasons of public health, safety and welfare and so designated on the General Plan.

- Areas outside the Urban Service Area shall be considered non-urban, although very limited development may be allowed in accordance with the Urban Transition or Exception processes; some non-urban areas may eventually be incorporated into the Urban Service Area but those areas designated as Rural Residential, Agriculture and Non-Urban Hillside development are considered permanently non-urban for the time horizon of the General Plan.
 - No development is to be permitted outside the Urban Service Area in most cases. In a few cases, individual application for urban development of properties in some locations outside the Urban Service Area will be considered after evaluation to determine if the property meets the criteria of the Urban Transition or Exception processes. (See Implementation section, Urban Development Policy).
 - Areas outside the Urban Service Area shall not be considered for rezoning by the City.
- The Urban Development Policies and possible urban expansion areas shall be reviewed by the City Manager prior to the adoption of the Capital Improvement Program or operating budget for each fiscal year. Findings and recommendations will be forwarded to the City Council for annual review and adoption.
 - The Urban Service Program process will identify by planning area municipal facilities and services needed in urban expansion areas.
 - Approval of necessary municipal capital facilities and services, and their funding in the Capital Improvement Program and operating budget shall precede consideration of Urban Service Area expansion in the annual review of the General Plan.
- Unincorporated lands within the Urban Service Area will be given highest priority for annexation.
 - The City shall, as soon as possible, initiate the filing of a petition with the County for the application of the (-CS) City Services Combining Zoning District to unincorporated territory within the Urban Service Area of the City.
 - The City, in cooperation with the County and LAFCO, shall seek effective means for annexing urbanized County pockets within the Urban Service Area.
 - Owners of vacant unincorporated lands within the Urban Service Area should be informed of the policies of the County and the City which will make urbanization unlikely outside City jurisdiction.
 - Williamson Act contracts are considered inappropriate within the Urban Service Area, except for industrial reserve lands, proposed open space lands, and lands prohibited from development because of public health, safety, and welfare considerations.
 - The City shall support LAFCO's efforts toward boundary realignment where an exchange of territory would be mutually advantageous to each government jurisdiction involved.
- Applications for annexations lying outside the Urban Service Area shall be submitted to the City Council for its consideration prior to commencement of any annexation proceedings.



SAN JOSE AIRPORT - Airport Planning Dept.

SHAPING THE FUTURE

2. Economic Development

The economic development issues which are addressed in the Plan have been identified in detail in the Background for Planning section of the Plan. In brief, the City's basic concern is to create more job opportunities for local residents and to strengthen the City's tax base.

GOALS:

1. Create more job opportunities for existing local residents, particularly those who suffer from chronic unemployment.
2. Create a stronger municipal tax base by obtaining a greater share of the total industrial and commercial development in the County, and/or promote a county-wide revenue sharing plan to accomplish this goal.

POLICIES:

1. The City shall strive to overcome the present imbalance between housing and employment by seeking to obtain a balance between jobs and workers residing in San Jose.
2. The City shall seek to attract industry for which the area is particularly suited, giving highest priority to those which would directly hire the City's unemployed labor force.
3. The City shall seek to attract a broad range of industries so as to reduce the impact of business cycles and governmental spending.
4. The rates and effects of residential and industrial growth shall be monitored to assure that the City's fiscal balance of land uses and tax base is improved, to assure that progress is made toward achieving parity between employment and resident workers, and to assure that employment does not exceed the number of resident workers.

5. The City shall actively promote economic development through the provision of industry-supporting capital improvements, with appropriate financing, and provision of a simplified project review process for local as well as potential new development, with appropriate citizen review.
6. The City shall work closely with educational, industrial, and business institutions to provide job training programs which meet the needs of all citizens as well as the needs of business and industry.
7. The City shall cooperate with appropriate institutions and agencies in providing job opportunities for the economically, physically and socially disadvantaged.
8. Economic development shall be planned and implemented so as to be compatible with the desired holding capacity and container size of the City.

3. Land Use

Residential The residential land use policies reflect a concern that residential development be located in areas which are safe for human habitation and which are provided with adequate public facilities and services. A further concern of many residents is that their neighborhoods be protected from incompatible land uses. The policies also reflect a desire on the part of the City to make more efficient use of the land by encouraging development to occur at higher densities than typical of the past.

Housing The intent of the housing policies is to help improve the City's overall housing situation. While the specifics of the City's housing conditions have changed over time, seven underlying problems have remained constant. These problems include: (1) the rising cost of housing, (2) imbalances in the supply and demand for housing, (3) the existence of substandard housing units, (4) the existence of overcrowded housing units, (5) the impact of low income families. (6) the

impact of racial and ethnic minority groups, and (7) the impact of federally-assisted and publicly leased housing. The General Plan housing policies deal specifically with: encouraging a variety and mix of housing types in all areas of the City, encouraging an economic, ethnic and racial balance in the community, improving or eliminating substandard housing, and developing assistance plans and other mechanisms to be utilized in effectuating the City's housing programs.

It is to be noted that the provisions of new low cost housing will require substantial State and/or Federal subsidies. The City shall utilize State and/or Federal housing programs that will enable it to pursue the objective of providing a mix in new residential development.

It should be further noted that the Residential Land Use policies and the Land Use/Transportation Diagram make provision for an equitable distribution of housing densities to accomplish a more equitable distribution and mix of housing types and price levels.

Commercial The two basic concerns are that commercial land use be located so as to meet the desires of the community for convenient shopping, and that commercial development contribute to the economic base of the City. Commercial development which has, over time, filled in along major streets, has created traffic problems, resulted in the conversion of sound housing to other uses, and created unattractive visual conditions. The policies of the Plan discourage this type of development on any streets, where it is not now present.

Industrial The City actively encourages the development of industrial land in areas so designated. The Plan provides an ample supply of land for industrial development for the time frame of the General Plan, and beyond. These industrial areas also represent a variety of locations. Many of the City's older industrial areas are under-utilized, and redevelopment of those areas is encouraged. As land for residential development diminishes, the pressure to reduce the industrial "reserves" will increase. Williamson Act contracts can help mitigate the tax burden of industrial land holders.



THE ELECTRONICS INDUSTRY IS ONE OF THE LEADING EMPLOYERS IN THE VALLEY - Courtesy PIONEER CORP.



COMMERCIAL OFFICE - Paul Garrett

Airport Approach Zone The area designated as the Airport Approach Zone is that area bounded by Highway 17 on the north, Guadalupe Parkway on the east, and Coleman Avenue on the west and south (see Land Use/Transportation Diagram). The Airport Approach Zone is entirely within the Airport Land Use Commission referral area, the largest portion being within the 70 CNEL noise contour line, the remainder within the 65 CNEL noise contour line. Additionally, that part of the area north of Hedding Street is within the "emergency catchment area" of the Airport (as defined by the Airport Land Use Commission). The City is engaged in a program of acquiring residential properties within the area, with Federal funding, due to the noise impact from operation of the airport. Land uses within the Airport Approach Zone must be consistent with the policies of the Airport Land Use Commission and with conditions attached to the receipt of Federal funds. The City will, in the near future, develop a detailed plan for the Airport Approach Zone. A statement of policy is needed to guide the development of now-vacant parcels and the expansion or re-use of developed parcels until such time as the detailed plan for the Airport Approach Zone has been prepared. The Airport Approach Zone Plan will include consideration of the concerns of the Federal Aviation Administration, restrictions on the re-use of parcels acquired with Federal funds, and the likely extent of City acquisition within the Airport Approach Zone.

GENERAL GOAL: Insure that San Jose develops in an orderly, planned manner in order to achieve a balanced composition of industrial, commercial, residential, and public land uses.

a. Residential Land Use

GOAL: Encourage a variety and mix in housing types in all parts of San Jose; and relate residential areas to existing and proposed public facilities necessary for human well-being.

POLICIES:

1. Residential development shall not be allowed to occur in areas where such development might be hazardous to human habitation (in accordance with "Natural Hazards" policies.)

2. Urban residential development shall be located where adequate services and facilities can be provided (in accordance with "Urban Development" policies.)
3. Residential areas shall be protected from encroachment of incompatible or unrelated uses, and buffered from nearby uses which might have a negative impact.
4. Higher residential densities shall be distributed throughout the community; and located near commercial and financial centers, large employment centers, major community facilities, parks, open space areas, and major transportation routes.
5. Higher density residential development (12 DU/AC. or more) may be allowed, under planned development control, on major arterial streets which are designated for commercial use, if of a size and design which would provide an appropriate residential environment within the larger non-residential environment.
6. In areas designated on the Land Use Diagram for maximum dwelling unit densities of twelve units per acre or more, a greater dwelling unit density may be allowed for a development if the population projected to be generated from the development is no greater than that which would be generated from development within the designated density limit; this policy is particularly applicable to senior citizen housing.
7. Because of the limited supply of land available for multiple family housing, institutional uses such as schools and churches will be discouraged from locating in area designated as higher densities on the Land Use Diagram.
8. Mobile home parks are considered to be permanent residential uses and shall be allowed in areas designated for residential use on the Land Use Diagram.
9. Mobile home parks shall be encouraged to locate in various areas of the City rather than concentrating in one or two planning areas.
10. New mobile home parks shall not be allowed in designated industrial areas; existing mobile home parks in industrial areas will, however, be considered as permanent,

rather than interim uses, subject to individual site evaluation and shall be given the same protection from adjacent incompatible uses as would be afforded any residential development. Existing parks in industrial areas are designated as residential on the General Plan Map but that designation will revert to industrial in the event of termination of the mobile home park use.

11. The following specific criteria shall be considered in reviewing proposed mobile home park developments:
 - Generally required to locate with access on a major street but, in some cases, allowed on minor streets if adequate points of access are provided.
 - Located so as not to disrupt the planned street network.
 - Family parks to have reasonable access to educational facilities which have the capacity to serve the potential student population.
 - Required to have sufficient site area to permit development of attractive and functional parks, with an adequate amount of open space. Located where there are sufficient retail and service facilities available.
 - Required to participate in financing their appropriate and equitable share of public services and facilities.
12. Elderly citizen housing developments shall be located in neighborhoods that:
 - Are basically residential, free of objectional features such as noise, dust, smoke, noxious odors; not in close proximity to railroads or airports and other undesirable features.
 - Are free of heavy traffic or have safeguards for pedestrian movement between dwelling areas, services, and recreational facilities.
 - Are within reasonable walking distance of community facilities and services or accessible by public transportation.

SHAPING THE FUTURE

- Are convenient to most or all of the following facilities:
 - Health facilities such as physicians' offices, clinics and hospitals
 - Cultural and religious institutions, such as libraries, schools and churches
 - Social and recreational opportunities, such as community centers, parks
 - Retail and service facilities used in every day activity, such as grocery, drug and dry goods stores, barber and beauty shops, etc.
- 13. Densities permitted by the General Plan on slopes greater than fifteen percent may be allowed to be transferred to lower elevations of the same development; provided that such density is reasonable and compatible with the surrounding area.
- 14. Residential social service programs (e.g., board and care facilities) shall be equitably distributed throughout the City. The City shall encourage the County to plan adequate residential social service programs that are equitably distributed throughout the County.
- 15. When changes in residential densities are proposed, the following factors shall be taken into consideration:
 - Neighborhood identity, preservation, continuity, and concerns
 - Proper location
 - Impact on neighborhoods, schools, transportation, services, and facilities
 - Energy consumption implicit in the density and location of the residential use
 - The impact on the living environment of the area
 - The historic character of the neighborhood, and
 - Any other impact the proposed change will have on the area.
- 16. In areas designated for residential use, parking facilities to serve adjacent non-residential uses may be allowed if such parking facilities are adequately landscaped and buffered and access to residential streets is restricted.
- 17. In order to encourage the production of housing units affordable to low- and moderate-income households, flexibility as to the use and density permitted on certain existing parcels shall be provided. For properties designated for Residential, Commercial, Industrial, Mixed Use, or Public/Quasi-Public Use on the Land Use/Transportation Diagram, development of housing at an appropriate density may be allowed if such housing in its entirety is:
 - Rental or ownership housing affordable to low- or moderate-income households, as defined by the State of California.
 - Proposed for a site and a density compatible with surrounding land use designations and consistent with applicable General Plan policies.
 - Located in an area designated as appropriate in the Housing Assistance Plan, as amended, if government assistance other than market rate mortgage insurance is proposed.
 - The determination that an alternate use or density is appropriate on a certain property shall be made in the context of City Council action on a Planned Development zoning application.
- 18. In order to encourage the production of housing units affordable to low- or moderate income households, a density bonus on certain properties shall be provided. For a residentially-designated property, a density bonus of at least 20% of the density shown on the Land Use/Transportation Diagram is allowed for proposed housing projects of five units or more of which a minimum of 20% of the units will be affordable to households of low- or moderate-income, as defined by the State of California. The percentage of density bonus shall correspond to the percentage of proposed units affordable to low- or moderate-income households, up to a maximum density bonus of 25%. The density bonus allowed herein may be used only in the context of a Planned Development zoning.

b. Housing

GOALS:

1. That people of San Jose, when seeking housing, be offered an equal opportunity to live in economically and racially mixed neighborhoods that are centers of involvement and cooperation.
2. The provision of decent housing in a satisfying environment for all persons regardless of age, race, sex, marital status, ethnic background, sources of income, or other arbitrary factors.
3. The provision of housing sites and structures by location, type, price and tenure that are responsive to the needs of all economic segments of the community.
4. That each neighborhood provide for the needs of some low-income families, either through private or public means.
5. That neighborhoods, if developing or being redeveloped, incorporate good design, foster aesthetics, and promote usable open space, and encourage use of alternative energy sources and energy conservation techniques.
6. The development of a balanced residential environment with access to employment opportunities, community facilities and adequate services.
7. That the public and private sectors of the economy cooperate in efforts to expand housing opportunities to accommodate the needs of all persons for housing which:
 - Is structurally sound, water-tight and weather-tight, with adequate cooking and plumbing facilities, heat, light and ventilation.
 - Is adequately insulated and reasonably energy efficient.
 - Contains enough rooms to provide reasonable privacy for its occupants.
 - Is within the economic means of the households who occupy it.



SOUTH SAN JOSE NEIGHBORHOOD - Courtesy Parks and Recreation

- Is not unavailable because of discriminatory practices.
 - Is situated in an environment which does not endanger the health, safety or well-being of its occupants, and which provides convenient access to employment as well as adequate services and facilities.
8. That neighborhoods, if deteriorating, be improved using updated codes and modern rehabilitation techniques.
9. That San Jose work in close cooperation with other entities, public and private, to foster information, techniques, and policies to achieve the housing goals set forth above and make such information freely available.

POLICIES:

1. The City shall strengthen its emphasis on conservation and rehabilitation of the existing housing stock as a means of providing future housing opportunities. (Residential land uses shown on the Land Use Diagram are intended to preserve areas of existing housing stock.)
2. To the extent legally and fiscally possible, the City shall continue to conserve the existing housing stock through a balanced program of housing code enforcement and complementary programs such as rehabilitation loans and grants and relocation assistance to insure that the low-priced housing stock is not decreased below the need therefore, and to insure that housing code enforcement does not impose disproportionate hardships on those who need low-priced housing.
3. The City shall continue to play an active role in encouraging private sector lending institutions to extend mortgage credit for rehabilitation loans.
4. Prior to demolition of housing units for street widening or other public improvements, a determination must be made that there is available in areas not generally less desirable with regard to public utilities, public and commercial facilities; decent, safe, and sanitary replacement housing at rents or prices within the financial means of the persons displaced. Said replacement housing units shall be sufficient in number to adequately house the number of families and individuals displaced. Said replacement housing shall be reasonably accessible to their places of employment.



DOWNTOWN SAN JOSE

- vidual housing developments and thus to promote mix in the cost of housing units in new subdivisions, apartment complexes, and planned developments.
14. In arriving at recommendations and decisions on housing proposals, including the early zoning issues associated therewith, the Planning staff, the Planning Commission and the City Council shall consider explicitly the cost of the housing proposed; and the community's needs for housing at that price level; and those considerations shall be included as criteria for the recommendations and decisions, insofar as legally possible. Vital to the achievement of this objective is the guarantee that school plant facilities and instructional capacities of the elementary and secondary schools of each respective neighborhood and service area will be increased commensurate with educational needs associated with such new housing as may be approved in each neighborhood and/or service areas.
 15. The City will aggressively employ all means available to combat housing discrimination in San Jose.
 16. The government-assisted housing program shall be reviewed annually in order to re-evaluate needs and priorities within the program.
 17. To the extent legally possible, the City will employ constituted powers to acquire sites for low- or moderate-income housing.
 18. The City shall review annually and evaluate formally, all development controls, development and building standards, and development policies, in order to ensure that they are consistent in principle and in application with the objectives stated in the housing goals, and further, to measure their effectiveness in pursuing those goals.
 19. City staff and local school district staffs (Inter-District Planning Council) should jointly work out acceptable implementation standards covering criteria related to available school capacity including consideration of alternatives, such as extended day sessions, transportation

- If the above determination cannot be made and there are insufficient numbers of such housing units available, displacement will not occur unless such housing can be made available. If such housing cannot otherwise be made available, the City shall use project funds when available for this purpose. The City's relocation assistance will conform to applicable Federal and State standards and limits.
5. The City shall continue to provide a variety of housing counseling services to assist the residents of San Jose.
 6. The City shall establish incentive programs to encourage the improvement and preservation of all existing neighborhoods throughout the community.
 7. The City shall familiarize financial institutions with the City's housing plans and programs in order to eliminate the practice known as "red-lining".
 8. The City shall take all physically and legally available steps in order to encourage a variety and mix in housing types and to provide adequate choice for housing persons of all income levels in San Jose.
 9. The City shall continue to regulate conversions to residential condominium and community apartment projects in order to provide a reasonable balance of rental and ownership housing and an adequate supply of rental housing for low- and moderate-income families.
 10. The City shall continue to fully utilize any existing or new State and Federal housing programs designed to increase the supply of low-income housing or to subsidize low-income housing or to subsidize low-income families so that they can better compete in the existing housing market.
 11. The City shall influence the location of all publicly-assisted housing in such a way as to distribute that housing among the census tracts of the community according to the Housing Assistance Plan.
 12. The City shall use whatever means at its disposal to guide unassisted housing to locations which will serve the objective of an equal distribution of middle- and high-income housing to all of the community's planning areas.
 13. All physically and legally available steps shall be taken to encourage economic mix or income heterogeneity in indi-

- and temporary facilities, not to include double sessions. The standards of school availability should reflect differences in elementary and secondary facilities and should be uniform for all school districts insofar as possible.
- The responsible school district, when commenting on zoning and housing proposals, will report on the availability of elementary and secondary schools in accordance with jointly determined capacity criteria.
20. The City Council's Legislative Committee will, as a matter of policy, (1) support all housing legislation at the State and Federal level that furthers the City's objective of conserving and rehabilitating the existing housing stock and (2) to advocate greater City autonomy in the administration of Federal and State housing programs.
 21. To the extent legally possible, the City shall initiate such implementing systems, ordinances and procedures as may be necessary to effectuate any of the foregoing policies.
 22. To facilitate the geographic dispersal of new government-assisted housing units, the City shall provide for the approval, in certain situations, of government-assisted housing projects at a density other than that shown on the Land Use/Transportation Diagram. (The specific criteria for application of this alternate density policy are set forth in Residential Land Use Policy 17.)
 23. As part of the rehabilitation of existing housing units, the City shall encourage use of insulation and other retrofit techniques to reduce the units' energy use.

c. Commercial Land Use Policy

GOAL: Promote a pattern of commercial development which will provide for maximum efficiency and accessibility, and relate such uses so that they may best serve community needs.

POLICIES:

1. Commercial land in San Jose shall be spatially allocated in a manner that maximizes community accessibility and commercial variety and minimizes the need for automobile travel, consistent with other adopted goals and policies.
2. New commercial uses shall be located in existing or new shopping centers or in established strip commercial areas; isolated spot commercial developments and the creation of new strip commercial areas will be discouraged.
3. The grouping of commercial uses shall be based on their cumulative attractions or their compatibility with one another.
4. Any new regional-scale commercial development will be encouraged to locate in the downtown Core Area.
5. The City shall establish design and development criteria directed toward existing strip commercial development; to encourage upgrading, beautifying or gradually replacing them with more appropriate uses.
6. "Private recreation development" of a commercial nature shall be discouraged from locating or expanding within established residential neighborhoods when such development will have a major negative impact on the surrounding residential community.
7. New commercial uses or expansion of existing uses within the referral areas of the Airport Land Use Commission shall give appropriate consideration to A.L.U.C. policies.

d. Industrial Land Use

GOAL: Provide sufficient land for varied industrial uses with optimum accessibility and relate these uses to the needs of business and the community.

POLICIES:

1. The City shall encourage only such industrial development as is compatible with San Jose's urban and environmental character.
2. Designated industrial areas are to be used for industrial and compatible, supportive commercial uses.
3. Industrial development shall be planned so as to minimize negative impacts on nearby residential uses.
4. Industrial areas which have the necessary infrastructure in place or funded and fill-in vacant parcels shall receive the first priority for development.

SHAPING THE FUTURE

5. The City shall encourage the development of new industrial areas and the redevelopment of existing older or marginal industrial areas through appropriate financing to provide necessary public improvements. (The cumulative impact of the financing methods should be continuously monitored to prevent adverse fiscal impact on the City.)
6. The City shall monitor the absorption of industrial land, increases in assessed valuation, and creation of jobs, and periodically re-evaluate the supply of and need for industrial land.
7. The Williamson Act contract is considered to be an appropriate technique for relieving short term pressures for non-industrial development of industrially designated land.
8. In areas designated as "Combined Industrial/Commercial" either industrial or commercial uses may be appropriate subject to consideration of a specific development proposal.
9. New industrial uses within the referral areas of the Airport Land Use Commission shall be required to conform to adopted A.L.U.C. policies.
10. The City shall encourage the use of energy efficient techniques, particularly cogeneration, where feasible in industrial development.

e. Airport Approach Zone

POLICIES:

1. The entire Airport Approach Zone will be designated as Industrial Park on the General Plan Land Use/Transportation Diagram. Vacant land shall be restricted in use to those allowed in the City's present I Zoning District and the IP Zoning Districts. New uses shall give appropriate consideration to adopted Master Plan/Vicinity Area Plan policies regarding clear zones, noise, and navigation easements.

2. Existing land uses will be allowed to continue in the Airport Approach Zone, but uses which do not conform to the Industrial Park designation will not be allowed to be substantially modified or expanded.
3. Lands acquired by the City pursuant to Federal grant provisions shall be used for open space purposes pending completion of the Coleman Loop/Airport Approach Zone Acquisition Program and the subsequent approval of alternative land uses by the Federal Aviation Administration.
4. No new or expanded residential land uses will be allowed within the Airport Approach Zone.

4. Downtown Core Area

The fundamental goal of the Downtown section of the General Plan is economic revitalization of the Core in order to create development opportunities, new jobs, new cultural, convention, and entertainment activities, expanded tax base and a new image and identity for the San Jose Metropolitan Area. Downtown San Jose should be a focal point for the residents of the City. It should provide a source of identity to the community and be a central place for a variety of activities and an attractive place where people want to go and to which they have convenient access. Downtown San Jose should be developed on a human scale. Massive buildings and streets should not dominate. The goal should be an environment which puts first value on people.

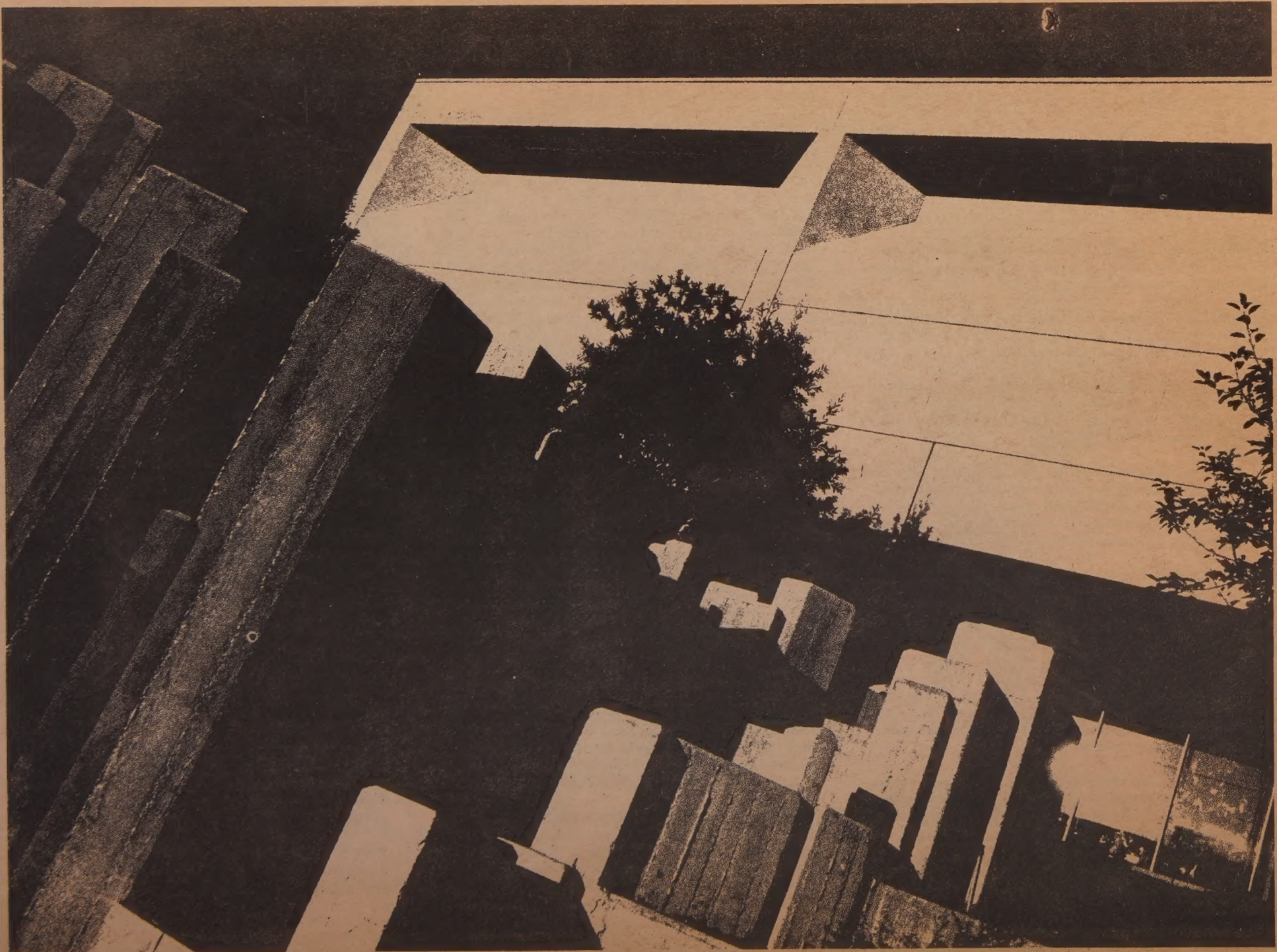
The policies of this section are directed towards achievement of four related objectives:

- To develop a strong downtown core identity for San Jose
- Attract and support new economic development
- Improve access, circulation and parking
- Create an attractive urban environment for people to work and live in

POLICIES:

a. Urban Design

1. Development of the downtown should be sensitive to its historic background and should be guided toward recognizing areas of historic and local interest, and embellish rather than alter the present forms.
2. Maximize the City's investment of public funds by coordinating improvements and public services to change the environment of a given area so that it becomes an attraction for new development.
3. Encourage private development on the fringes of existing redevelopment project areas by the provision of amenities and services that complement redevelopment areas and are in keeping with the Land Use/Transportation Diagram.
4. Prepare a downtown urban design plan to guide and coordinate public and private development. This urban design plan will become an amendment to the General Plan of the City of San Jose.
5. Encourage diversified land uses which will contribute pedestrian activity to the downtown both day and night. Future decisions must be guided by the realization that an urban center, to be successful, must be a place where people interact continuously, both day and night. Therefore, all development proposals should be evaluated in terms of their contribution to such activity so that the exchange of information, goods and services can properly function in an area which is "alive".
6. The City Council should continue to develop strong policies encouraging high-rise development in the downtown Core Area in preference to outlying fringe areas.
7. Residents of adjacent areas should be consulted well in advance of any changes in the transportation system, parking plan, housing or land use which would affect their neighborhoods.



SAN JOSE CONVENTION CENTER - Courtesy Chamber of Commerce

8. The City should work to recruit small as well as large businesses and developments in downtown San Jose. Such enterprises should receive assistance in location and relocation and such other aid as is provided major developers. The City should seek to provide retail and service facilities for residents within and adjacent to the downtown area. Such facilities should be actively recruited, encouraged and assisted.

b. Housing

1. Multi-family housing in combination with medium and high density commercial should be encouraged. However, in areas designated as "residential" by the Plan, residential shall be the predominant use. Provide for a well-balanced housing mix in terms of the age of the occupants, rent levels or sale prices.
2. As the community grows and relocations occur, the City should take care to see that the "transition process" is accomplished in a coordinated and humane fashion consistent with State and Federal regulations.

c. Education and Culture

Encourage performing arts and cultural events throughout the Core Area with particular emphasis on a renewed exchange between the downtown and San Jose State University. Plans should also include informal happenings such as art shows, music events and street fairs. These events should take place in areas designed for pedestrian use.

d. Zoning

Establish a special zoning district which will allow combined uses of residential and commercial activity for the Core Area (under the current zoning ordinance residential and commercial mix must be accomplished under the Planned Development (PD) District).

e. Hotel/Motel Facilities

The City Council declares its intent and purpose to preserve the downtown Core Area as the preferred location for new hotel/motel facilities in the City of San Jose. To this end, the City Council directs the City Administration to provide appropriate encouragement and referral of all new hotel/motel developers to downtown Core Area locations consistent with the goal of downtown revitalization. Hotel/motel construction that would not interfere with downtown revitalization goals should be encouraged to develop within San Jose, allowing the City to capture the transient occupancy tax and sales tax revenues thereby generated.

5. Public Facilities and Services

Community facilities and services are important components of any City. Some are fundamental to urban life, while others, though desirable for cultural or educational enrichment, are not indispensable. Up to this time, there has been no comprehensive effort to determine which facilities/services would appropriately be placed in each category in order to establish policies and implementation regarding the needs, priorities and standards acceptable in our community.

While the need for basic utilities such as water and sewers can be generally accepted, the increased demand for other services by a more expectant public is a continuing matter of discussion. Certain policies and ordinances including the Construction/Conveyance taxes and the Urban Development Policy have previously established linkages between the provision of facilities/services and the construction of new housing. However, growing public concern, especially as expressed by passage of the Measure "B" initiative, provided the impetus for the City to identify and define necessary facilities and services and to seek adequate service levels and time frames for the provision of such facilities in establishing any future funding programs to provide necessary City facilities.

One of the service facilities most critical to the accommodation of future development set forth in this Plan is the San Jose-Santa Clara Water Pollution Control Plant (WPCP). This sewage treatment facility is operated by the City of San Jose and serves the incorporated and unincorporated areas of San Jose, Santa Clara, Milpitas, Cupertino, Saratoga, Monte Sereno, Campbell, and Los Gatos. As of 1980, the hydraulic capacity of the secondary and tertiary treatment processes was 128 to 130 million gallons per day (MGD); capacity of the primary treatment systems is 160 MGD. Peak flows at the WPCP are recorded during the month of August, the height of the canning season. Projections of future demand (based on unrefined projections of population and economic growth in

San Jose and the other seven tributary cities as well as historic trends) for the average of the peak six days in August, show flows of 140 to 143 MGD in 1985 and 152 to 158 MGD in 1990.

Intermediate-range improvements to the secondary and tertiary treatment processes to increase its hydraulic capacity to 143 MGD are expected to be completed by 1983. Funding for these improvements have been committed by the State. The intermediate-range improvements will thus expand capacity to accommodate increasing flows through 1985. Long-range improvements to the secondary and tertiary treatment facilities to match the 160 MGD capacity of the primary treatment process in order to serve the anticipated 1990 demand are not yet programmed and a funding strategy will have to be identified.

"Necessary" facilities/services are defined as those without which further development will not be allowed. The list of such services and facilities is reflected in Figures 30, 31, 32 and 33 of the General Plan. Three general time frames exist within which specified facilities and services should be furnished. They are as follows:

Prior to New Development Those services and facilities to be provided prior to new development relate to the safety of new construction or involve the acquisition of land or buildings.

Prior to Occupancy Those services and facilities to be available prior to occupancy of new homes address health, safety, and welfare concerns of the new occupants.

From Occupancy to Neighborhood Maturity Several services and facilities will be provided at some time after occupancy of a new home. Provision of these services is not directly related to new construction or occupancy nor do they require the early acquisition of land to insure long-term service. Provision of many of these services requires a "threshold" population for their most efficient operation.

Attention should also be directed toward those facilities and services which may not be regarded as necessary but yet are extremely important in meeting the cultural, social and aesthetic needs of the population. The City can foster a greater cultural climate by providing opportunities for the free expression of the arts which can be experienced or originated by its citizenry. City owned facilities should be made easily available to the public for the presentation of its cultural and artistic endeavors. Large scale facilities such as the Performing Arts Center and Civic Auditorium should schedule a wide variety of programs to meet the needs of all members of the community.

GOAL: Maintain a coordinated plan for the provision of public and quasi-public services and facilities to provide for the health, safety and cultural needs of San Jose's population.

POLICIES:

1. The following list shall comprise the broad range of facilities and services to be considered in developing General Plan policies and implementation strategies. Standards for specific facilities and services will be developed incrementally as Urban Service Programs are prepared. The list of facilities and services contained in Figures 30, 31, 32 and 33 will be used in preparing urban service programs.

List of Basic Services and Facilities

- Schools
- Solid Waste Disposal
- Water Supply and Distribution
- Energy
- Sewage Treatment
- Sanitary Sewers
- Police
- Fire Prevention and Suppression
- Parks Acquisition and Development
- Streets
- Utilities
- Flood Control
- Libraries
- Recreation Programs
- Transportation, including Freeways and Public Transit
- Air Quality
- Low-Income Housing
- Human Services
- Administrative Services
- Emergency Facilities/Services
- Storm Drainage
- Communications System

The standards established shall be used in the development of Urban Service Programs and shall be reviewed as part of the annual review of the General Plan.

2. The City shall review development proposals for their sewage treatment needs and their effects on the Water

Pollution Control Plant to insure that Plant capacity is not exceeded.

3. The City shall give priority to providing services and facilities designed to serve existing needs and to prevent deterioration of existing levels of service.
4. New development must provide for its own basic services and facilities based on the standards established by the City, without placing additional burdens on the existing population.
5. The City shall develop urban service programs for each planning area outlining identified facility and service needs and also a program for satisfying them so that the minimum acceptable level of service will be met.
6. All public facilities installed by the City or other governmental agencies shall conform to the same standards imposed on private development.
7. The City shall promote reciprocity and consolidation of overlapping services between governmental jurisdictions, both countywide and regionally, where increases in efficiency and quality can be projected.
8. The City, through its Fine Arts Commission, shall encourage maximum use of its Performing Arts Center, other auditoria and museums, and shall underwrite a wide variety of cultural activities.
9. The City should consider the need for construction or acquisition of additional cultural facilities, including small and medium sized theaters, and a band shell.
10. The City shall encourage the school districts to include cultural awareness programs in their curricula.
11. The City shall consider the support of neighborhood art programs through the utilization of its community centers.

6. Community Design

Community design pertains to the character of the City - how it looks and how it feels. The design of the City is the result of a great many separate decisions. The public interest in community design is expressed through the standards and development controls used by the City to coordinate all of these decisions.

GOAL: Require the highest standards of architecture and design for all development, both public and private.

POLICIES:

1. The City shall initiate a "community design element" and ordinances dealing with overall urban design of the City including architectural and site development, protection and development of neighborhood continuity, and proper transitional controls to protect and improve the areas where different types of land use are in close proximity (such as residential next to industrial).
2. The City shall continue to apply strong architectural controls on all types of development.
3. Zoning regulations should require, wherever appropriate, that private development include adequate landscaped open space, with proper maintenance provisions.
4. Residential development shall be designed with limited access to arterial streets as follows:
- No direct frontage or access on six-lane arterials or within 350 feet of the intersection of two arterials.
 - Direct frontage or access elsewhere on four-lane arterials shall be strongly discouraged.

The use of frontage roads, corner lots, open-end cul-de-sacs or other design solutions shall be encouraged in preference.

5. Residential subdivisions shall be so designed as to provide only for internal circulation within neighborhoods and to prevent through traffic within neighborhoods.
6. Residential developments which are adjacent to parks or open spaces will be encouraged to provide direct access to, and common open space contiguous to, such areas.
7. Where multi-story structures are proposed to be developed adjacent to existing single-story residential structures, they shall be so designed or sited as not to intrude upon the privacy of the existing homes.



KOLL OFFICE CENTER near San Jose Airport - Thomas Okamoto

8. The City shall require the undergrounding of utility lines serving individual structures, and the undergrounding of all utilities in new development and redevelopment except where topographical or soil conditions on the site make undergrounding of distribution lines unreasonable or impractical, when existing overhead distribution lines within the site carry a voltage higher than 34.5 K.V., or when the undergrounding of distribution lines may be unreasonable or impractical because of existing overhead connections to properties across a public right-of-way from the site. In this case, the City shall require the applicant to facilitate future undergrounding through appropriate measures as deemed necessary by the City. The City shall also lend maximum support to programs for undergrounding existing overhead utilities.
9. Balanced with a proper concern for aesthetics, crime prevention through physical planning should be applied during the site and architectural review process.
10. The City shall continue to enforce a strong sign ordinance, with the program for elimination of non-conforming signs.
11. Billboards shall be strictly regulated.
12. The development of high-rise structures in San Jose shall be directed by the following considerations:
 - High-rise residential uses should be permitted only in the downtown Core Area or in close proximity. For purposes of this Policy, "High-Rise Residential" is defined as structures exceeding 3 stories or 45 feet in height.
 - Senior citizens housing is permitted outside the downtown Core Area consistent with the Housing Assistance Plan and General Plan policies.
 - The downtown Core Area is the first priority location for high-rise office development. Height in the downtown Core Area is limited only by the airspace requirements of San Jose Airport.
 - Secondary priority for high-rise office development is designated in five specific locations:
 - Municipal Airport/North First Street Area
 - Civic Center Area
 - Along The Alameda
 - Stevens Creek Boulevard/Winchester Boulevard Area
 - Stevens Creek/Lawrence Expressway Area

- High-rise office development is allowed in other areas of the City consistent with other applicable General Plan policies.
 - All high-rise development outside the downtown Core Area is restricted to 120 feet in height.
 - High-rise office development shall be monitored on an annual basis to evaluate the performance of the above priorities relative to the City's downtown Core Area goals.
13. The City shall encourage design of developments which are energy efficient and which use renewable energy sources. Design techniques which should be used, when feasible, include:
 - Subdivision design which provides solar access to as many lots as is feasible.
 - Siting of structures to take advantage of natural heating, cooling, and ventilation.
 - Landscaping which results in passive cooling of structures, which provides protection from prevailing winds, and which does not block winter solar access.
 - Flexibility in setback requirements in order to site buildings for maximum solar access.
 - Design of units with common walls, to reduce heat loss.
 - In commercial and industrial developments, reduced amounts of outdoor lighting and required use of energy efficient lighting (such as sodium vapor lighting).
 - Provision of bicycle and pedestrian paths as part of subdivision design, and provision of lockable bicycle racks at commercial centers and public facilities.
 - Reduction in the required widths of residential streets, where this can be done safely to reduce the amount of impervious surface area, the ambient air temperature, and the energy costs implicit in road construction and maintenance.
 - Selection of street tree species which will shade the roadways and contribute to passive solar cooling of nearby structures.
 14. The hills framing the valley floor are a prominent visual element in the environment and a valuable resource for San Jose residents. The purpose of this policy is the protection of that resource by the establishment of a set of aesthetic criteria applicable to all development in the

foothills – generally between the 8% slope and the Urban Service Area boundary. In combination with other factors affecting hillside development and discussed elsewhere in the General Plan – seismic and geologic safety, open space, the 15% slope line and the Urban Service Area boundary, etc., – aesthetic considerations are necessary to assure the highest overall quality of development in this area.

In order to encourage sensitivity to the sculptural characteristics of the slopes, the following concepts shall be observed:

- To achieve maximum allowed residential density, the Planned Development rezoning process is preferred in order to utilize flexible design techniques such as clustering, variable lot sizes, varying setbacks, etc.
 - Construction techniques and housing types adaptable to a variable terrain – cluster housing, split pads, stepped foundations, etc., – shall be utilized as appropriate to each site; conventional single flat pad lots shall be discouraged.
 - Consideration should be given to the siting of homes with regard to:
 - Privacy
 - Livability
 - Solar/wind conditions
 - Orientation to maximize views
 - Aesthetics
- Where these factors conflict, a balance shall be sought to maximize the benefits.
- The preservation of hills with trees or other significant features shall be encouraged.
 - When grading or recontouring of terrain is proposed, it shall be done in such a way as to preserve the natural character of the hills.
 - Because street construction on slopes often requires a disruptive amount of grading, modified street sections designed for both utility and minimum grading should be encouraged.
 - The City shall adopt and apply a set of specific grading standards designed to implement these policies.

15. In areas where urban development is planned, but may be in conflict with an established and permanent rural or semi-rural character – typically large lot residential development designed as small "ranches" – new urban development should be designed to respect the existing rural or semi-rural character and function. Techniques

for effecting a successful urban/rural interface may include: lower project densities or larger lots adjacent to rural uses, circulation systems designed to minimize urban impact, and preservation or incorporation of established neighborhood pathways.

■ 7. Impact of Community Development Policies

Application of the Community Development policies will tend to provide an environmentally sound community having a balanced composition of industrial, commercial, residential, and public land uses.

Development policies which offer the opportunity for equity among persons as to location, public amenities, ethnic, economic and age mix, will enhance the community-at-large quality and tend to reduce social problems in the long term. These policies, however, will have very limited beneficial impact upon housing unless there is substantial subsidy.

While energy conservation considerations are implicit in the policies which allow high residential densities to be distributed along major arterial streets, major transportation routes, commercial developments, employment and recreation centers, care will be required to prevent a heightened energy consumption resulting from a policy which may not concentrate high density residential development.

Encouraging regional-scale commercial development to locate in the downtown Core Area will assist other community, cultural, economic, and identity goals. The encouragement, however, of short-term use parking facilities in the downtown Core Area increases automobile use; negating other equal and opposite efforts to reduce energy consumption and air pollution.

The short term effects of the Urban Development Policy requiring developers to be responsible for new municipal capital facilities may tend to slow development with accompanying adverse economic and social impact. The supply of low-cost housing will be reduced as competition for older housing increases, making such housing less attainable by low-income families.

The long term effects of the Community Development Policies are, on balance, deemed to be environmentally sound. To disregard these policies would be economically, culturally and socially very costly. Considerate and careful application is required due to the fine line dividing adverse and beneficial consequence of certain of these policies.

thoroughfare system, an increase in local (intra-county) transit service, and the promotion of bicycle usage. Specific improvements that are strong inducements for long-distance travel (inter-county), such as the extension of BART, have not been defined although the corridors have been identified.

What effect does the possible shortage of petroleum resources have on San Jose's transportation? It is estimated that the net impact of the Plan will be to maintain or slightly decrease the City's existing consumption of petroleum attributable to transportation. The Plan contains strategies to increase auto-occupancy, increase the level of transit service, and decrease the length of trips through the location of employment opportunities closer to employee populations. These General Plan strategies, in combination with the greater fuel efficiency expected of new cars, tend to cancel the increase in travel associated with the increase in population.

What can be done to minimize the air-pollution attributed to our transportation? It is estimated that the net impact of the Plan will be to maintain or slightly decrease the existing pollution emitants attributed to transportation. The reasons are basically the same as described above. (See "Energy and Pollution Impacts").

How can we provide an equal opportunity for travel to the elderly, handicapped, young, and poor? The Plan assumes a fleet size expansion to 750 buses, an increase of 375% in the County-wide bus system over the 1975 County-wide bus system. This increase in public facilities will provide an alternative mode of travel for all and a significant improvement in the opportunities for travel to those without direct access to the automobile, including the elderly, handicapped, young, and poor.

What should be done to assure that transportation systems do not have a significant negative impact on local neighborhood thoroughfare improvements such as street-widenings or connections that were determined to have a direct negative impact on adjacent land uses that were not mitigable or offset by other benefits, were deleted from the thoroughfare system. For streets that exhibit a potential for excessive traffic relative to adjacent land use, and where suitable alternatives are available, the Plan recommends the use of appropriate traffic operations techniques to discourage through traffic and unsafe speeds.

What are the acceptable changes in our lifestyle that should be assumed as part of an overall transportation strategy? The Plan is based on the assumption that residents of San Jose will desire to retain the same level of mobility that exists today and that only reasonable changes to existing travel patterns will

be acceptable. Specifically, the Plan contains strategies designed to increase the auto-occupancy for work trips by at least ten percent – a level that existed during the 1960's, and the staggering of work hours to reduce peak-hour traffic flow.

Several issues were identified relative to the movement of goods by truck and rail. These problems are addressed in the policies. What can be done to decrease the negative impacts of truck traffic on neighborhoods? How is it possible to provide adequate loading and unloading facilities for trucks that will not interfere with traffic? What steps can be taken to reduce the negative effect of railroads on neighborhoods? What can be done to decrease the potential for accidents between trains and highway vehicles? What steps can be taken to reduce highway traffic delays caused by trains?

■ 1. Goals

GENERAL GOAL: Provide safe, effective, environmentally responsive systems for the movement of people and goods. More specifically:

GOAL A: Provide safe and efficient access to land uses in a manner that fosters City policy for the rate and intensity of urban development:

1. Direct future development to proceed in an orderly manner to achieve a balance between land use and transportation systems.
2. Maximize convenience and safety for users of all transportation modes.
3. Without adversely impacting residential communities, minimize travel time between trip origins and destinations.
4. Maximize the use of existing streets by utilizing dedicated rights-of-way in preference to street widenings.
5. Promote local transportation facilities which will encourage development in those industrial reserves to provide convenient employment for community residents.
6. Integrate the staged development of transportation facilities with those of all City services.
7. Provide transportation facilities that will enhance San Jose's downtown development policies.

D. Transportation

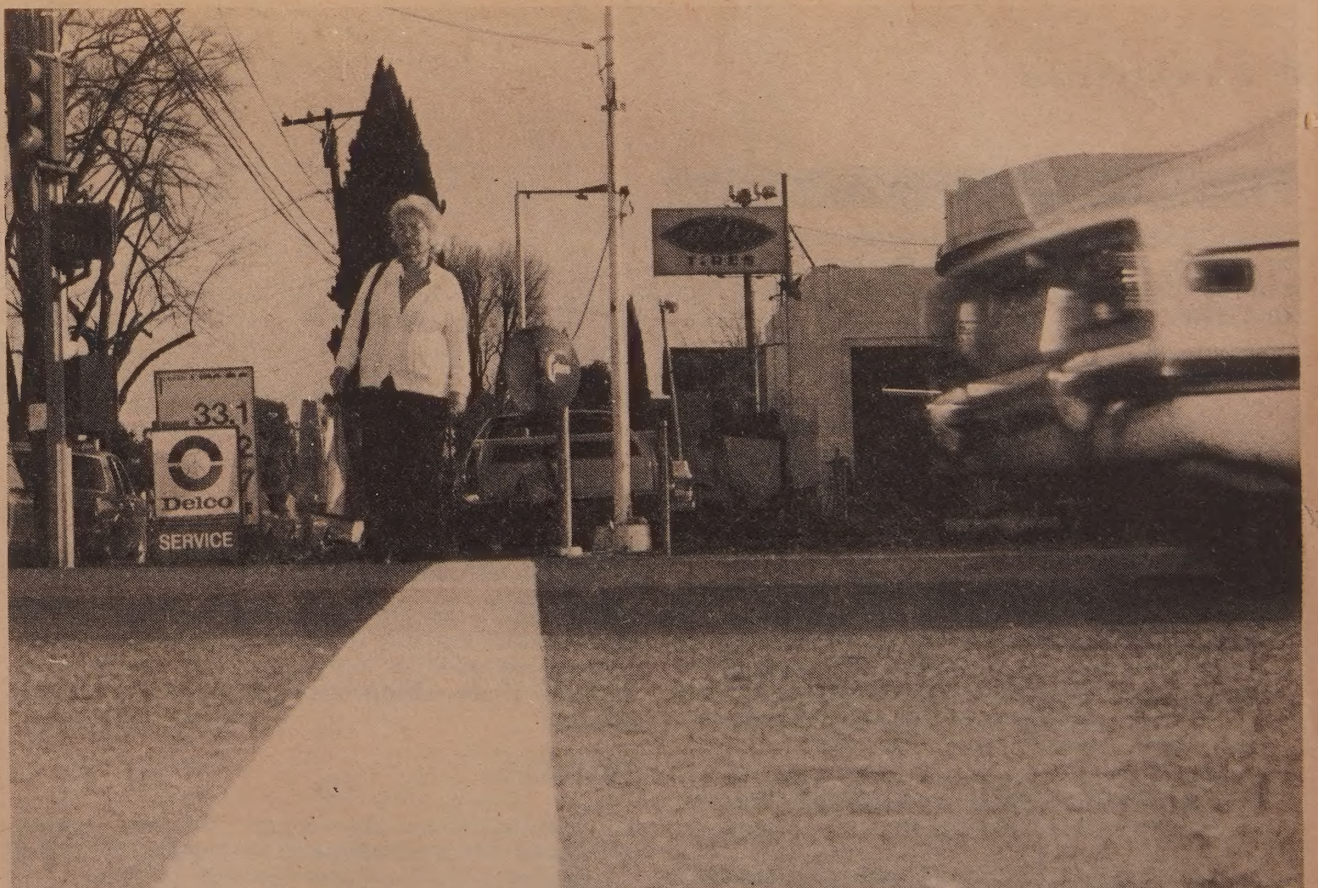
The adequacy of the transportation plan should be measured by its effectiveness in satisfactorily resolving the problems and issues as identified earlier in the General Plan revision process. Community-wide issues regarding person travel and goods movement and the responses to these issues are identified below and in the policies themselves:

Should we plan for transportation rights-of-way that may be needed beyond the fifteen year planning period? In order to plan for the transportation needs associated with development and redevelopment after 1990, wherever appropriate and feasible, the width of planned travel rights-of-way are designed to accommodate increases in travel beyond the fifteen year planning period.

What should be the acceptable service level of travel congestion? The overall performance of the street's system during peak travel periods will be within the "level of service D" range. Similar to today, selected intersections and sections of freeways will experience "level of service E" congestion. It is estimated that specialized transit service within transit corridors will mitigate the overall congestion of the street system.

What steps should be taken to develop a dependable transit system that has a net impact of reducing the cost of transportation? The Plan assumes a significant expansion of the bus fleet in order to serve at least fifteen percent of the peak hour travel. This expansion should be in increments consistent with the availability of funds to operate the system. Concurrently, rights-of-way for transit corridors will be preserved. The development of the special services and/or facilities within these corridors will be in cooperation with other public agencies.

What is the priority for improving inter-County accessibility? The Plan is oriented to provide improved mobility for intra-county trips through the completion of the City's



COMMERCIAL INTERSECTION, 4th and Jackson St. - Michael Jay

SHAPING THE FUTURE

GOAL B: Conserve the physical environment including both man-made and natural resources and amenities:

8. Reduce the amount of air pollution attributed to transportation sources to safe health standards.
9. Reduce transportation related noise to levels compatible with various land uses and appropriate standards of health and safety.
10. Strive for maximum efficient use of energy resources when considering alternative transportation facilities. Efficient energy use can result from:
 - Design which encourages the use of non-automobile transportation modes.
 - Transportation system management (TSM) techniques which better utilize the present system.
 - Reduction in street widths for major thoroughfares, thereby reducing energy use in street construction and maintenance, and in cooling of adjacent structures.
 - Development and expansion of public transit systems.
11. Minimize the visual impact from construction of transportation facilities.

GOAL C: Provide personal mobility such that all residents can fully participate in and enjoy the benefits of community life:

12. Optimize urban mobility in order to maintain the viability and economic soundness of the City.
13. Provide adequate mobility for all, including the handicapped, the elderly, the young, and the transit dependent.

GOAL D: Promote a transportation system which enhances the social environment and fosters compatibility and balance with our community life style:

14. Maintain an acceptable level of personal safety on public transportation conveyances.
15. Minimize the disruption of neighborhoods attributable to transportation facilities and operations.

2. Person Travel

a. Thoroughfares

OBJECTIVE: To preserve adequate right-of-way for existing and future travel demands and to improve the thoroughfares as warranted by prevailing conditions.

POLICIES:

1. Thoroughfares shall be defined as all public rights-of-way dedicated for the use of inter-neighborhood movement of people and goods. All thoroughfares shall be considered as possible routes for transit, bicycles, pedestrians and automobiles.
2. Well designed and located thoroughfares which adequately meet the demand for intra-County trips shall be developed. Appropriate right-of-way and improvements shall be dedicated and constructed as development occurs. Ultimate thoroughfare rights-of-way shall conform to the dimensions as shown on the Land Use/Transportation Diagram except in the following cases:
 - When an existing right-of-way is greater than the range indicated on the Diagram.
 - In consideration of significant social and environmental impacts, and neighborhood concerns.
3. Priority use of thoroughfares shall be assigned for the movement of vehicles as opposed to parking or stopping. Thoroughfare capacity shall be optimized through such devices as signal timing, bus pullouts, and on-street parking restrictions rather than by street widening.
4. Residential development shall be designed with limited access to arterial streets as follows:
 - No direct frontage or access on six-lane arterials or within 350 feet of the intersection of two arterials.



INTERSTATE 280 - Thomas Okamoto

- Direct frontage or access elsewhere on four-lane arterials shall be strongly discouraged.
5. Local streets should be designed to discourage through traffic and unsafe speeds. Where such conditions exist, law enforcement and traffic operations techniques shall be used to discourage them.
 6. The minimum overall performance of City streets during peak travel periods shall be "level of service D". Development which will have the potential to lower the level of service below "D" shall be required to provide mitigation measures to maintain a "level of service D". When a traffic problem is identified for a specific geographical area, an area development policy may be created and should take precedence over the general city-wide Level of Service Policy without reducing the overall operation of the City's transportation network below "Level of Service D". In recognition of the substantial non-traffic benefits of infill development, certain small infill projects should be exempted from traffic mitigation requirements.
 7. Elementary (K-6) and junior high schools shall be discouraged from locating adjacent to arterial streets and arterial streets should be discouraged from locating near elementary and junior high schools.
 8. Additional right-of-way from the right-of-way designated on the Land Use/Transportation Diagram may be required to facilitate a protected left-turn lane, bus pullouts, and a free right-turn lane in order to provide additional capacity at major intersections.
 9. Where right-of-way previously dedicated for street purposes is determined greater than the actual amount needed, such surplus may be disposed of in a manner consistent with State and local laws.

b. Public Transit

OBJECTIVE: To develop a public transit system that provides mobility to all the City's residents and reduces automobile congestion; and to do so in stages that are within the capabilities of the community.

POLICIES:

1. The City shall support one or more public transit systems capable of accommodating at least seven and one-half percent of peak travel period demand by 1990.
2. Public subsidization of public transit shall be supported when needed.
3. The City shall cooperate with other transportation agencies to assure that all residents, including the handicapped, the elderly, youth and the economically disadvantaged have adequate access to public transit as an alternative to the automobile.
4. The City shall cooperate with the Santa Clara County Transit District and other transportation agencies to develop corridor transit service, and to provide conven-

ient transfers between public transit systems and other modes of travel.

5. An efficient and attractive public transit system which meets the travel demand at major activity centers shall be encouraged; with central San Jose, the Municipal Airport, and the Civic Center being given priority attention.
6. Privately owned transit systems, including taxicabs, Greyhound Bus, Southern Pacific and others shall be encouraged to interface with the public transit system.

c. Travel Control

OBJECTIVE: To promote economical programs to modify the travel behavior of residents consistent with the overall values of the community.

POLICIES:

1. Programs to reduce the percentage of total daily work trips generated during the 4:30-5:30 p.m. peak hour travel period and to evenly disperse such trips over a two to three hour period shall be promoted.
2. Programs to increase average auto occupancy shall be promoted; an objective of such programs being to increase the average auto occupancy for work trips by at least ten percent during the peak travel periods.
3. The City shall support State and Federal legislation and programs to develop viable alternative power sources to the internal combustion engine.

d. Bicycle Plan

OBJECTIVE: To develop a safe, direct, and well maintained bikeway system; and to provide safe and adequate bicycle parking facilities.

POLICIES:

1. A system of bicycle routes shall be developed in order to promote the use of the bicycle as an alternative mode of transportation; and to encourage its use for commuting as well as recreational purposes.
2. Bike paths shall be wide enough for use by emergency vehicles where other emergency routes do not exist, and shall be located and designed to enhance the personal safety of cyclists.
3. Right-of-way improvements for bike lanes consistent with the requirements of the Bicycle Route System Map shall be considered in future street dedications and public projects.
4. The removal or restriction of existing on-street parking in order to accommodate bike lanes shall be implemented if all other appropriate street modifications are determined as not feasible.
5. Safe and adequate bike parking facilities shall be required at the following: transportation centers, public parks and recreation areas, and other non-residential locations.
6. The City shall cooperate with the County in designing and constructing bike routes.
7. An educational program on the safe and correct use of bicycles shall be sponsored by the City.
8. A bicycle law enforcement program to complement the educational program shall be executed by the City.
9. Bicycle facilities should be consistent with the objectives for utilization of the Baylands.

e. Pedestrian Mobility

OBJECTIVE: To develop safe and pleasant pedestrian facilities that provide direct and convenient pedestrian movement and that are designed to serve all segments of the public including the young, the aged, and the handicapped.

POLICIES:

1. Pedestrian movement shall be encouraged as a viable mode of travel throughout the City by providing safe and convenient pedestrian facilities within downtown malls and between residential areas, schools, parks and shopping areas in both new and existing urban areas.



1ST. AND SAN FERNANDO ST. - Sharon Hall

- 2. Safe mobility for the physically handicapped shall be considered in the design of all public facilities including proper ramp facilities and adequate signal timing for the safe movement of both the aged and handicapped.
- 3. Since the majority of pedestrian/motor vehicle accidents are caused by unsafe pedestrian behavior, an active pedestrian safety education program for the general public, and in particular, the very young and the elderly, shall be fostered.

f. Parking

OBJECTIVE: To provide adequate parking facilities on a Citywide basis through the cooperation of public and private enterprise; parking control measures should reinforce related transportation goals.

POLICIES:

- 1. Adequate off-street parking shall be required at all future developments. The adequacy and appropriateness

of parking requirements in the Zoning Code shall be reviewed regularly.

- 2. Public parking facilities shall be located and designed so that a maximum number of land-use activities may utilize the facility and maximum utilization can occur throughout the 24-hour day; joint use facilities shall also be encouraged in private developments.
- 3. Reserved preferred parking for the handicapped shall be allocated at all public off-street parking sites.
- 4. Multiple occupancy vehicles should be given preference in terms of parking space location, reduced parking fees, and other such incentives.

3. Goods Movement

a. Rail

OBJECTIVE: To provide rail accessibility to industrial areas and to minimize the conflict with other transportation operations.

POLICIES:

- 1. Whenever possible, grade separation of main line railroads and major arterial streets, particularly those of six lanes or more, shall be provided. The City shall make maximum use of available State and Federal funds for railroad crossings, and insure that the railroads pay their equitable share of any such projects.
- 2. The City shall continue as rapidly as possible with its program of upgrading safety equipment at railroad crossings.
- 3. The City shall take appropriate action to minimize the occurrence of unnecessary traffic delays caused by trains by immediately bringing such occurrences to the attention of the appropriate railroad and, if necessary, the Public Utilities Commission.
- 4. The City shall make every effort to see that the railroads fulfill their obligation to maintain the rail crossings.
- 5. The City shall consider the economic and environmental impacts of any decision regarding rail routing, including air and noise pollution, the disruption or splitting of neighborhoods, the demand for railroad service, and access conditions for motor vehicles and pedestrians.



SAN JOSE AIRPORT - Airport Planning

b. Truck

OBJECTIVE: To provide safe and efficient movement of truck traffic, and to mitigate the impact of trucks on residential streets.

POLICIES:

1. Utilization of State freeways, County expressways, and six-lane arterial streets shall be promoted for through truck traffic. Trucks shall be encouraged to use those routes least objectionable to residential areas.
2. Truck traffic and truck parking shall be barred from those residential streets where a study indicates that such conditions foster excessive safety, noise, vibration, odors, aesthetics, or maintenance problems. Appropriate performance criteria shall be established and enforced.
3. Overnight truck parking shall only be allowed in industrial and/or commercial districts where adequate street section exists. In no case, however, shall it be allowed opposite residential frontage.
4. The City shall employ appropriate means to minimize the emittance of dust and debris from trucks.
5. Industrial and commercial sites shall be planned so that truck access through residential areas is minimized in general, and eliminated entirely on two-lane residential streets.

6. Off-street facilities for freight loading and unloading shall be required at all new developments, and encouraged at all existing developments.
7. Off peak-hour freight deliveries shall be encouraged Citywide and required where no off-street dock facilities exist.
8. On-street loading and unloading at existing locations which blocks through traffic shall not be allowed during peak travel periods.
9. A master truck routes system should be established for San Jose.

■ 4. Air Transportation

OBJECTIVES:

1. To provide general aviation facilities and promote airline services to meet the present and future air transportation needs of local residents and business community and operate the Airport in compliance with Federal and State regulations and the adopted Airport Master Plan.
2. To implement in a timely manner the capital facility requirements identified in the adopted Airport Master Plan as said Master Plan may be modified in the future to meeting changing conditions.

3. To ensure compatible land uses in the vicinity of the Airport in compliance with the adopted Airport Master Plan/Vicinity Area Plan.

■ 5. Downtown Core Area Transportation

OBJECTIVE: To provide comprehensive transportation facilities to sustain redevelopment of downtown San Jose. These transportation facilities should improve access and parking, and reduce through traffic and internal congestion. The policies in this section are either peculiar or particularly relevant to the downtown Core Area of San Jose and supplement the transportation policies in other sections of the General Plan.

POLICIES:

a. Automobile Traffic

The use of the automobile in downtown San Jose shall be directed to achieve a people-oriented area:

1. Discourage the use of local and collector streets for through traffic by circulation design and proper application of traffic operation techniques.

- 2. Promote the use of indented curbs, where adequate pedestrian facilities exist, for buses, taxis, and other short term parking.
- 3. Divert through traffic around the Core Area to the perimeter transportation network and to freeways. The necessary circulation and distribution of traffic for the downtown from the adjacent freeways should be supplemented by a frontage road system. Such frontage roads would relieve some streets of vehicular congestion thus making more interior streets available for increased pedestrian use. Frontage roads should lead directly to major vehicular streets which lead to parking.

b. Truck Traffic

Truck traffic shall be encouraged to remain on through corridors, and to operate to minimize conflicts with other transportation operations:

- 1. Encourage efficient innovative goods delivery systems including adequate interface with other modes, consolidation terminals, containerization, and indented curbs.

c. Transit

Downtown public transportation shall offer mobility to all population segments, especially the transit dependent. Transit systems shall be safe, comfortable, and convenient, and have minimum negative impacts upon other travel modes and adjoining land uses:

- 1. Develop optimum public transit within the Core and develop a transportation center in the vicinity of the Core to serve as the major point of transfer for inter-county and inter-regional transit in the South Bay area.
- 2. Maintain high levels of service to the “latent demand” segment of the population, especially the transit dependent, young, elderly, and handicapped.
- 3. Emphasize two major transit corridors servicing the downtown Core Area: the north-south corridor of First Street and the east-west corridor of Santa Clara Street and San Carlos Street.
- 4. Encourage implementation of shuttle services between peripheral parking areas and downtown.
- 5. Locate mass transit stops to encourage interfacing with automobile and bicycle parking facilities, and other transportation facilities.
- 6. Require new developments to share the cost of adjacent bus shelter and bike parking facilities.
- 7. Consider implementation of special transit services for off-peak hour events.

d. Pedestrian Traffic

Pedestrian traffic shall be encouraged through provision of pedestrian corridors, malls, open space areas, and other amenities. Retail development should be situated along pedestrian corridors; and all pedestrian corridors should be convenient to transit and parking facilities:

- 1. Require new downtown developments to maintain a certain percentage of open space, preferably at street level.
- 2. Plan public improvement along the pedestrian corridors such as street furniture, pedestrian level lighting, clocks, fountains and landscaping with natural or man-made barriers to vehicular traffic.

- 3. Prohibit sidewalk elevators in areas of high pedestrian usage.
- 4. Create a pedestrian space along First Street where vehicle travel is minimized.

e. Bicycle Traffic

The bicycle shall be promoted as an alternative mode of transportation downtown through the provision of appropriate bicycle facilities.

- 1. Link major activity centers with bikeways.
- 2. Assess improvement costs for critical bikeway links to developer(s) at time of development.

f. Automobile Parking

Major parking facilities accessible to the perimeter transportation network shall be provided on the fringe of downtown. Sequencing of fringe parking and availability of people moving systems shall be considered in the evaluation of all parking proposals. Internal parking facilities shall be designed to encourage short term use while recognizing their impact on the total transportation system:

- 1. Remove as much long-term parking as feasible to fringe facilities.
- 2. Remove curb parking from major thoroughfares and from street frontages adjacent to new development.
- 3. Design parking facilities to serve a variety of land uses.
- 4. Reflect changing automobile design standards with respect to average size and weight.
- 5. Encourage construction of parking facilities through private, quasi-public, and public ventures, (i.e., merchant association or combination municipal-private development).
- 6. Integrate short-term parking into new buildings to provide more convenient parking close to parking generators at the time the generator is established.
- 7. Encourage parking price incentives to increase auto occupancy.
- 8. Incorporate adequate ingress/egress points for off-street parking facilities to ensure minimum impact upon City streets through:
 - Adequate stacking space off-street
 - Exit metering
 - Mid-block access points
 - Exits and entrances on opposite sides of the facility
- 9. Restrict curb parking during peak hours where necessary.
- 10. Encourage stricter enforcement of double parked trucks and autos at loading zones.
- 11. Use “paired” on-street parking stalls (pairs of nineteen foot stalls separated by eight feet of red curbs) in high turnover areas.
- 12. Follow a standard set of criteria for the installation of loading zones.
- 13. San Jose State University has the primary responsibility for providing parking for its students. The City should cooperate with the University in these efforts and should consider alternative solutions to the problem, and insure that such traffic does not interfere with internal downtown activity.

SHAPING THE FUTURE

II-LAND USE DIAGRAM

A. Plan Development Process

■ 1. City Form and Size Alternative Evaluation and Selection

The issue of growth was a central one in the development of this General Plan. A basic premise was that planned growth, of whatever nature and magnitude, is generally more beneficial than growth which simply occurs; and that the magnitude and location of growth is of direct concern to the residents and taxpayers of the City. The process of planning for growth consisted of identifying and evaluating a large number of "City form and size" alternatives, choosing from those alternatives the ones meriting more detailed study, selecting two alternatives to be translated into preliminary "land use and transportation diagrams" and deciding on the preferred land use/transportation diagram.

The City form and size alternatives were based on four different assumptions as to population growth within San Jose's sphere of influence from 1975 to 1990, and three possibilities as to the geographic size (extent) of the City by 1990. The potential population levels were zero growth (643,000), mod-

erate growth, (795,000), high growth (878,000) and maximum growth (1,036,000). The geographic options analyzed were the sphere of influence as defined by the outer-most planning area boundaries; the valley floor within the sphere of influence up to the fifteen percent slope line; and the valley floor up to the fifteen percent slope line excluding Coyote Valley. Combining these alternatives for size and form resulted in twelve distinct alternatives as follows: The twelve alternatives were subjected to a preliminary analysis based on six factors: (1) Location of urban development, (2) and consumption, (3) relationship to existing General Plan density, (4) general economic implications, (5) environmental implications, and (6) governmental action required. As a result of this analysis, the three zero growth alternatives were eliminated from further consideration due to the governmental actions required for their achievement. Although some members of the General Plan Coordinating Committee considered zero growth to be desirable, the legal, political and practical implications of such an alternative were deemed unacceptable. The maximum growth alternatives for the valley floor, with and without Coyote, were both eliminated because of severe environmental implications, extreme increases in density and an overall deterioration of the quality of life that would result. Three additional alternatives were eliminated (moderate growth-sphere of influence, high growth-sphere of influence and

high growth-valley floor) because it was felt that a detailed analysis of the four remaining alternatives would be sufficient to make a rational choice of form and size even if it were determined that the most appropriate alternative was not one of the alternatives chosen for study.

The four alternatives selected for more detailed analysis were: (1) Moderate growth (795,000 by 1990) on the valley floor, (2) Moderate growth (795,000 by 1990) on the valley floor excluding Coyote, (3) High growth (878,000 by 1990) on the valley floor excluding Coyote, and (4) Maximum growth (1,036,000 by 1990) within San Jose's sphere of influence. Each of the four alternatives was compared as to its compatibility with existing City goals and policies, specifically those dealing with environmental quality, community development and transportation. Also considered was the relationship of the alternatives to specific issues and concerns raised by the Coordinating Committee, including concerns as to community identity, a balanced community, the timing of new development and public services, air quality, and energy consumption. Because San Jose does not exist in a vacuum, various regional and external considerations were taken into account such as State and County transportation plans, Santa Clara Valley Water District water supply policies, and ABAG regional plans.



Each of the alternatives was also analyzed as to the public facilities and services which would be required. Estimates of capital and annual operating costs were developed. These were compared with the average density of development, given the population level to be accommodated and the amount of land available to be developed within the given geographic "container". A detailed environmental analysis was performed to compare, for each alternative, the impact of development on "unsuitable" lands and the average densities that would result if no development occurred on "unsuitable" lands.

Based on these comparisons, the high and the maximum growth options were deemed undesirable. Maximum growth was felt to be simply too much growth; it would be too costly in terms of environmental quality and public facilities, including the transportation requirements of such a dispersed pattern of urbanization. The high growth alternative was rejected because of the public costs associated with that much growth, as well as the fact that the densities required to house the population within the valley floor excluding Coyote would be appreciably higher than current typical densities. It was the consensus of City Staff and the General Plan Coordinating Committee that 795,000 population within the City's sphere of influence was the maximum which should be planned for in the next fifteen years.

Two preliminary land use/transportation diagrams were then developed; one including urbanization in Coyote, the other excluding it; both accommodating a population of approximately 795,000. *The General Plan 1975 Fiscal Analysis*, prepared by the Office of Assistant City Manager, evaluated capital and operating costs associated with the two alternatives.

The analysis of a specific land use arrangement and transportation system was far more detailed than was possible when dealing only with aggregate population levels within large geographic areas. Two major conclusions emerged: (1) the City would face great difficulty in serving a population as large as 795,000 in light of projected costs and revenues and (2) the disadvantages of urbanization in Coyote within the next fifteen years far outweigh the benefits to the community as a whole. Some of the specific reasons why urbanization of Coyote was not recommended are:

- Substantial population growth can be accommodated at reasonable densities without Coyote.

FIGURE 18 GENERAL PLAN LAND USE COMPOSITION: EXISTING AND PLANNED (Net Acres)

PLANNING AREA	EXISTING ^a				ULTIMATE ^b			
	Single Fam. Residential	Multi. Fam. Residential	Commercial	Industrial	Single Fam. Residential	Multi. Fam. Residential	Commercial	Industrial
Almaden	1695	30	21	64	3744	98	46	94
Alum Rock	3424	408	364	373	4682	653	434	514
Alviso	57	4	10	1558	101	4	16	2262
Berryessa	1947	80	72	365	2772	359	129	1342
Cambrian/Pioneer	2210	193	228	26	2389	405	277	26
Central San Jose	1983	577	543	738	2006	655	574	871
Coyote	73	1	20	118	0	0	20	389
Edenvale	3381	262	248	264	5079	737	408	1325
Evergreen	970	181	160	60	3783	375	288	469
North San Jose	150	15	144	1238	199	515	239	3186
South San Jose	1314	213	236	667	1938	497	307	1190
West Valley	3391	693	557	101	2905	777	624	101
Willow Glen	3545	429	316	70	3646	561	383	74
Calero/San Felipe	---NO SIGNIFICANT AMOUNT---				---NO SIGNIFICANT AMOUNT---			
Citywide Total	24140	3086	2919	5642	33244	5626	3745	11749

SOURCE: City of San Jose Planning Department

- a. Existing developed acreage as of 1/1/75. Acreage developed since that time is included in ULTIMATE.
- b. Includes all land designated for these uses on the Land Use/Transportation Diagram even if it is not expected to develop in the time frame of this plan.

- Sufficient land for economic development is available within the existing urbanized area. The preliminary version of the Land Use Diagram provided for very substantial industrial and commercial growth, with land remaining for industrial development beyond 1990. Revisions in the preliminary plan resulted in there being an even greater amount of land planned for industrial development in the Plan now.

- The needs and priorities of the existing urban areas should take precedence over Coyote. None of the City's problems can be solved by leaving the present urbanized area "unfinished" and inadequately served, and embarking upon urbanization of a "virgin" area. Any public funds spent on urbanization in Coyote would be at the expense of other areas of the City.

- Urban conservation and central City renewal will be encouraged by in-filling of the existing urbanized area. If the City's limited resources are concentrated on the area which has been built and that which is committed, its investment will be maximized and a livable, well-capitalized city will result.

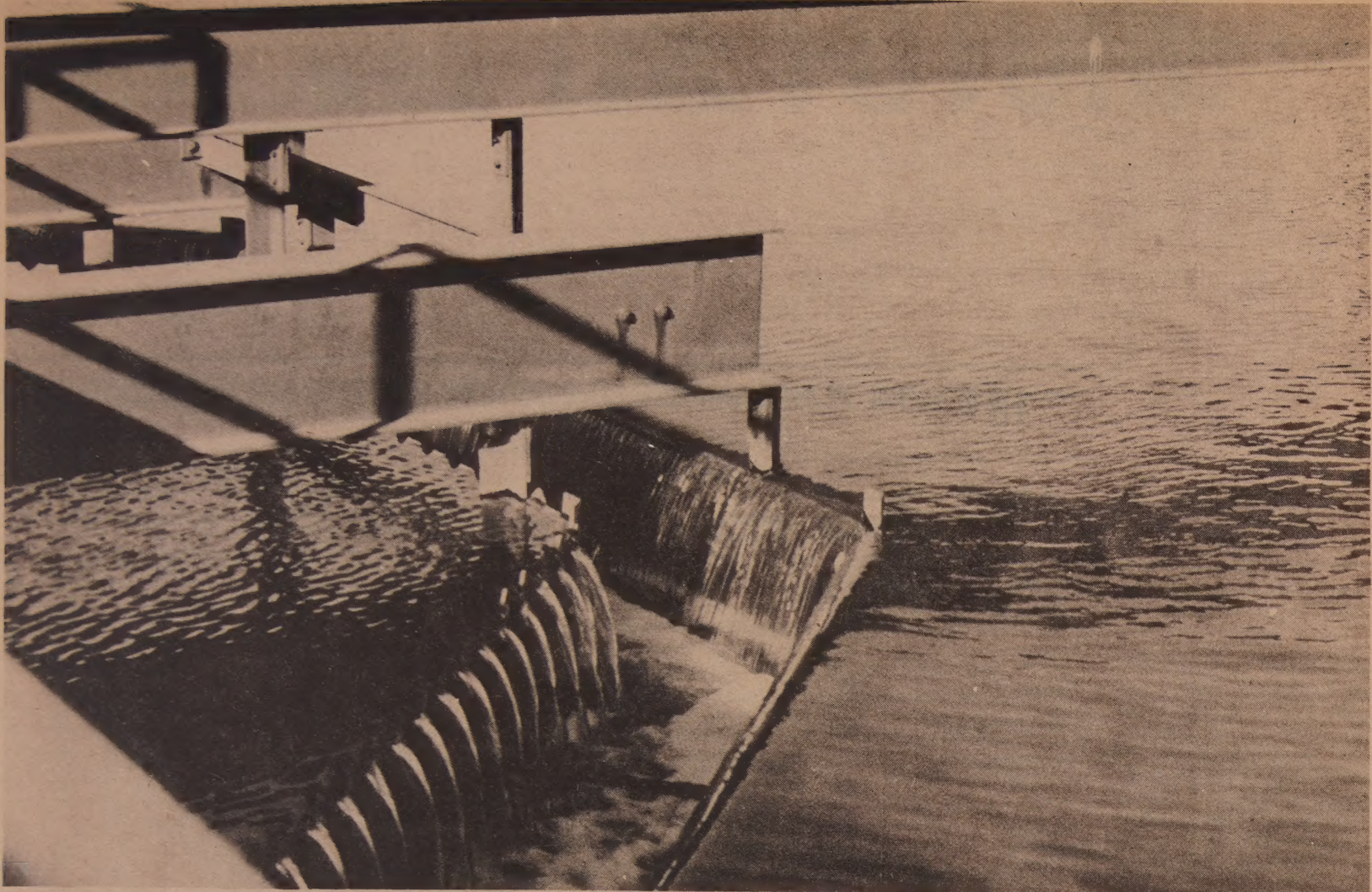
To arrive at a General Plan which was feasible, the refinements to the preliminary draft Plan included reducing the population holding capacity by increasing the amount of land planned for industrial use (this reduced the planned population level to 789,000; it has subsequently been lowered to 780,000). The new industrial areas were located in the Edenvale and South San Jose areas so as to reduce the amount of work-related trips, and consequent congestion, in the northern part of the City and County. The planned popula-

FIGURE 19 POPULATION AND DWELLING UNIT HOLDING CAPACITY

PLANNING AREA	EXISTING: 1975						1975-1990 INCREASE ^a						1990 TOTALS					
	DWELLING UNITS				TOTALS		DWELLING UNITS				TOTAL INCREASE							
	Single-Family	%	Multi-Family	%	Dwelling Units	Pop.	Single-Family	%	Multi-Family	%	Dwelling Units	Pop.	SF	% SF	MF	% MF	DU's ¹	Pop. ^d
Almaden	6208	99	74	1	6282	24090	4473	83	922	17	5295	17048	10681	91	996	9	11502	34506
Alum Rock	20049	77	5891	23	25940	92380	5618	56	4494	44	10112	31549	25667	71	10385	19	35511	110794
Alviso	363	90	42	10	405	1770	649 ^a	100 ^a	-	-	649 ^a	1298 ^a	1012	96	42	4	1038	3114
Berryessa	11428	94	681	6	12109	43550	2964	39	4559	61	7523	22569	14392	73	5240	27	19338	56081
Cambrian/Pioneer	14450	84	2730	16	17180	50645	1205	22	4245	78	5450	15151	15655	69	6975	31	22291	61969
Central San Jose	16506	51	15677	49	32183	83440	153	4	4153	96	4306	8268	16653	46	19830	54	35936	68997
Coyote	316	93	25	7	341	1400	152 ^b	100	-	-	152	456	468	95	25	5	486	1458
Edenvale	21664	88	3064	12	24728	82030	9087	53	7997	47	17084	48860	30751	74	11061	26	41185	117789
Evergreen	6667	89	857	11	7524	26110	11315	68	5276	32	16591	52428	17982	74	6133	26	23753	71259
North San Jose	1065	65	242	35	1307	4180	315	100	-	-	315	630	1380	85	242	15	1597	3194
South San Jose	10451	78	2866	22	13317	40890	3861	43	5143	57	9004	25751	14312	64	8009	36	21986	62880
West Valley	26334	78	14303	22	40637	100560	524	17	2619	83	3143	7952	23777	61	16922	39	40089	98671
Willow Glen	20191	74	7133	26	27324	73265	658	22	2377	78	3035	8437	20849	69	9510	31	29904	77751
Calero/San Felipe	159	99	2	1	161	550	c		c		c	c	c		c		c	c
Citywide Totals	155851	74%	53587	26%	209438	624860	40974	50%	41785	50%	82759	240397	193579	67%	95370	33%	284616	768462

SOURCE: City of San Jose Planning Department

- a. Only limited, new development projected for Alviso.
- b. Theoretical minimum in areas designated Rural Residential.
- c. Negligible new dwelling units consistent with Non-Urban Hillside designation.
- d. The 1990 population total reflects the fact that fewer people will reside in the existing housing stock due to declining household sizes.
- e. The portion of the San Jose sphere-of-influence detached to Cupertino in 1979 is reflected in the above data in the 1975-1990 Increase and in the 1990 totals.
- f. Totals reflect an overall 1.5% vacancy rate in 1990.



WATER SUPPLY/CONTROL FACILITY

tion level of 780,000 in 1990 is considered to be San Jose’s optimum population in the context of the General Plan. This population level was derived by balancing the various factors discussed above in the plan development process, such as amount of developable land, environmental impacts, future employment opportunities, and the ability of the City to provide services and facilities.

2. Alviso

Because of its relative isolation from the remainder of urban San Jose and its unique physical setting, the Alviso Planning Area, and more particularly the developed community of Alviso, are treated as a special area of concern for planning purposes. From an urban development standpoint, Alviso will not impinge significantly on the planned growth of the City between 1975 and 1990. However, the problems and potentials of the Alviso area require careful attention and guidance within the General Plan.

For planning and decision-making purposes, the future of Alviso will depend on the provision of adequate flood control levees in order to maintain and upgrade the existing community. Direct City action includes provision of an acceptable level of municipal services and needed capital improvements.

a. Environmental Problems and Issues

The Alviso Planning Area includes some of the more environmentally hazardous lands in the City. Among the hazards present are land subsidence, unstable soils, and the possibility of freshwater or tidal flooding.

As indicated, the most critical environmental issue within the General Plan timeframe is the need to control potential flooding. Present levees surrounding Alviso town and adjacent developable areas do not provide protection from a 100-year flood or tidal waters. A new “inboard” levee system along Guadalupe River, Alviso bayfront, and Coyote Creek to protect from freshwater and tidal flooding could cost about \$40 million (1972 estimate) and would benefit Alviso and North San Jose south to Highway 17. Costs of such a project would be assessed to residents of the Central Flood Control Zone.

The Army Corps of Engineers is currently studying the feasibility of constructing a fresh water flood protection system for the Alviso/North San Jose area. A favorable report by the Corps would have to be followed by favorable Congressional action. Should this happen, only a small part of the funding would have to be provided locally. In the meantime, the Santa Clara Valley Water District is continuing to work toward providing flood protection in the Alviso area by constructing a levee along the Guadalupe River. This work is being coordinated with and supports the Corps program.

Additionally, Alviso falls within the “100-year flood” zone as mapped by the Federal Government for Flood Insurance purposes. With the City Council action to join this program, Federal funds, including CDBG funds, could be held up if certain land use regulations are not followed throughout the City. As more detailed maps are developed by the Federal Government, stricter controls could be imposed on development in Alviso until a flood protection system is built.

A related issue is that of City liability in the event of flooding or other natural disaster in Alviso. City liability with regard to existing development primarily affects City-owned property. However, the City should exercise great care in the approval of new development and such development should be non-residential.

With construction of a flood protection system, the town of Alviso could enjoy reasonable security from flood hazards and be maintained as a viable community. Without such facilities, constraints imposed by the City at the behest of the Federal Government could eventually curtail construction or rehabilitation of any kind.

b. Municipal Services

By its consolidation with Alviso, the City of San Jose incurred above-average municipal obligations and costs due to factors unique to the area including: contractual obligations made with the people of Alviso through the Alviso Improvement Corporation; the remoteness of the Alviso community from the remainder of urban San Jose; and the environmental constraints discussed above.

With the exception of storm drainage and street improvements, the City has maintained generally adequate levels of

municipal service in the Alviso area including a police beat, a fire station, a small branch library, municipal water service, sanitary sewer service, and expanded park facilities and recreation programs.

At the time of consolidation, the City graded and surfaced some Alviso streets to permit the flow of storm water to temporary storage areas. However, due to the subsidence of the ground, most of the storm drain outlets into the various sloughs will not operate at mean sea level or high tide. No more subsidence will occur if the groundwater basin is not again overdrafted. The cost to provide adequate storm drainage and street improvements in Alviso ranges between 1 and 3.5 million dollars. Such improvements would include an underground drainage system, levees, pump stations, street surfacing, and other street improvements.

Sanitary sewage disposal in Alviso is provided through the old City of Alviso Sewage Treatment Plant. This plant will shortly be closed and sewage wastes conveyed through a new connector line to the San Jose-Santa Clara sewage treatment plant. Improvements are needed for the sewage lines within the town itself, and the cost for these improvements is estimated at one million dollars.

Specific proposals for municipal improvements in Alviso are contained in the “Alviso Improvement Program” Section.

FIGURE 20 PROJECTED EMPLOYMENT GROWTH 1975-1990^a

PLANNING AREA	EMPLOYMENT CATEGORIES							TOTALS
	Manufacture	Wholesale	Retail	Services	TCU & C	Gov't	F.I. & R.E.	
Almaden	1000	0	166	171	0	298	63	1698
Alum Rock	888	1811	357	1032	587	336	159	5170
Alviso	31	41	51	72	9	0	25	229
Berryessa	14226	8567	3618	1566	1422	147	142	29688
Cambrian/Pioneer	0	56	307	554	0	9	100	1026
Central San Jose	778	1916	2574	13321	3819	2893	7982	33283
Coyote	2049	0	0	0	0	0	0	2049 ^b
Edenvale	20798	2611	3255	7424	0	340	401	34829
Evergreen	259	12941	963	1346	137	766	367	16779
North San Jose	21961	9871	1115	5981	2060	9	2161	43158
South San Jose	7314	4216	545	2084	1424	192	172	15947
West Valley	0	0	503	748	0	0	252	1503
Willow Glen	37	37	334	1172	2	2	146	1730
Cale. J/San Felipe	-	-	-	-	-	-	-	-
Citywide Total	69341	42067	13788	35471	9460	4992	11970	187089 ^c

SOURCE: City of San Jose Planning Department

- a. Plan assumes that all designated industrial and commercial areas will be developed by 1990 except the following: Alviso Industrial Reserve and Planning Area - as yet undetermined; North San Jose Industrial Reserve - 75%.
- b. This number represents the projected jobs for the IBM facility. No other employment is projected for Coyote.
- c. The total represents a net increase of new jobs as reductions have been included within specific employment categories where they are expected to occur.

c. Costs

The General Plan process included analysis of City costs to maintain the Alviso community, or relocate the resident population between 1975-1980. As a result of this analysis and consideration of other factors, the General Plan recommends the maintenance and improvement of the Alviso community.

Projected operating costs for Alviso from 1975-1980 were estimated at \$2,763,000. It should be noted that the City must incur substantial operating costs in the Alviso area just to provide municipal services and facilities for such non-residential operations as the sewage treatment plant, the Wildlife Refuge, and the Alviso Marina.

Capital improvement and relocation costs were also estimated. Under the "maintain" alternative, the cost was estimated at \$5,530,000 including the costs of storm sewers, street surfacing, and sanitary sewer repairs totaling over \$4.5 million not included in the City's current Capital Improvement Program. Under the "relocate" alternative, the cost was estimated at \$7,632,500 including estimated acquisition and relocation costs, and the capital costs currently budgeted but not including costs for the swimming pool and recreation center.

The total of operating, capital, and relocation costs were therefore estimated as follows:

Maintain Alviso:	\$8,293,000
Relocate:	\$10,395,500

d. Future Potential

Alviso Planning Area Land uses in a substantial portion of the Alviso Planning Area are already set by virtue of physical development constraints or commitment to public uses. Included are various wetlands, primarily salt evaporation ponds, solid waste disposal sites (See Solid Waste Management Policies above), the National Wildlife Refuge and expansion option lands, and San Jose-Santa Clara sewage treatment plant lands.

The public uses in the Alviso Planning Area represent a sizeable investment including an ultimate outlay of \$144,000,000 for the sewage treatment plant, and \$20,000,000 for the Wildlife Refuge in central as well as south San Francisco Bay. As part of the refuge, an Environmental Education Center is to be developed east of Alviso town, and a Visitor Contact Point and later a Visitor Contact Station will be developed near the Alviso Marina. The East Alviso facility is now in design stages.

The possibility of a PG&E power generating facility located adjacent to and using waste water from the Sewage Treatment Plant could add to these investments. In addition, the Marriott theme park in Santa Clara and continued development in North San Jose will impact on the Alviso Planning Area.

Out of 11,594 acres in the Alviso Planning Area, only 700 acres remain for development not including 260 acres for Alviso Town itself. Vacant developable lands are located south and east of Alviso Town and south and east of the sewage treatment plant. Such lands could eventually be put to light industrial uses and are so designated on the Land Use/Transportation Diagram.

Alviso Community Some important activities, investments, and potentials exist within Alviso Town itself.

In addition to the Visitor Contact Point near the Alviso Marina mentioned above, the County is proposing to double the capacity of the Marina, perform maintenance dredging in the existing turning basin, and to provide other improvements at the Marina.

The Alviso Health Center provides comprehensive health care to residents of Alviso and adjacent communities and continues to receive Federal funding.

The old Port of Alviso, bounded by Alviso Slough, Guadalupe River, Moffat Street and Gold Street, has been designated an Historic District on the National Register of Historic Places. In addition, 21 sites of historic value in Alviso have been inventoried by the San Jose Historic Landmarks Commission, five of which have been nominated for placement on the National Register. Federal matching funds, on a 50-50 basis, are available through the State Historic Preservation Office for the acquisition, restoration and/or rehabilitation of sites placed on the National Register. The local share under this program can be provided by a local government or a private agency with local government sponsorship.

National Wildlife Refuge The future National Wildlife Refuge is of sufficient importance that it warrants particular attention by the City to minimize any land use conflicts which might result from future development in its vicinity. Those lands in Alviso which are to be a part of the Refuge are designated as Public Parks and Open Space in the General Plan. The majority of the area in close proximity to the Refuge is designated Private Open Space and is unsuitable for development. There are some nearby properties however, which are now, or may eventually be, planned for urban uses. If the City is to minimize potential conflicts with the Wildlife Refuge, it must control specific land uses, rather than categories of use (such as "industrial", "commercial", etc.) as well as the design of specific projects. To accomplish this objective, the policies which follow will apply to proposed developments in Alviso:

1. Parcels which meet the following criteria will be deemed to have a potential impact on the National Wildlife Refuge:
 - Parcels which abut the boundary of the Refuge.
 - Parcels which are separated from Refuge boundaries by nothing more than a slough, railroad right-of-way, street, or power transmission facility.
 - All parcels between the present Alviso "town" and the Refuge boundaries.
 - All parcels north of the San Jose-Santa Clara Sewage Treatment Plant lands (designated Public/Quasi Public on the General Plan).
2. For parcels deemed to have a potential impact on the National Wildlife Refuge, development will be allowed only under Planned Development Zoning.
3. The following guidelines will apply to proposed uses on parcels of potential impact to the Wildlife Refuge:
 - High intensity uses will generally be precluded.

- Visitor-oriented and, where applicable, water-oriented uses will be encouraged.
- Consideration will be given to the Use Classification (which reflect degree of habitat sensitivity) of any nearby portion of the Wildlife Refuge.
- Consideration will be given to the visual and physical proximity of the site to Visitor Contact Stations or Visitor Contact Points.

3. Downtown Core Area

The effects of post-World War II migration of downtown businesses to suburban shopping centers and concurrent development of new office buildings along The Alameda and North First Street were prime agents leading to the decentralization of economic activity. The once proud downtown came to be characterized by underuse, vacancies, obsolescence, declining rents and attendant characteristics of a declining central district.

The City Council, in 1958, sensed the need for a plan to stem the decline and contracted with the consulting firms of Candeub and Fleissig/Livingston and Blaney to prepare a comprehensive study and plan for the metropolitan core. After evaluating the economic facts, the consultants warned that "if the opportunity to create a metropolitan focus is not seized immediately, outlying shopping centers and office development may seriously reduce the market for downtown space." The plan was never officially adopted. Other moves toward reconstruction of the downtown area were given a boost by the adoption of San Jose's first redevelopment project, the Park Center project, in 1961. Recognizing the potential significance of the first plan eventually led to the establishment of a second redevelopment project, the San Antonio Plaza project, in 1967.

The need to study the various on-going projects in terms of the effect on each other and on the rest of the downtown became evident and, as a result, the City Council, in 1970, approved the consulting firm of Hart, Krivatsy and Stubee to conduct a study of the problems facing the downtown and to suggest a plan for coordinating the renaissance of downtown activity.

a. Downtown Core Area Plan

In 1971, the City Council, after reviewing several alternative concepts, selected a concept suggesting that the urban center of San Jose be composed of a three part "core" with the airport and related uses at the north end; a combined financial, cultural-education, convention and entertainment hub in the south; and the Civic Center complex in between-along First Street. Following the selection of the three-part core concept, the Council approved a Traffic Study and an Action Program to implement the Plan. The two latter publications are generally referred to as the *Core Area Plan*. The Plan and the other components of the Core Area Study are available at the San Jose Planning Department.

The Core Area Plan divides the Core into eight major activity centers (see Land Use/Transportation Diagram). A retail and entertainment center is ringed by financial, cultural and educational facilities (San Jose State University), governmental, office, and the residential area. It is from these surrounding potential market areas that the support for the kinds of commercial facilities, to be placed in the retail and entertainment center, will come.

The Plan contains two main axes of pedestrian movement: 1) Paseo de San Antonio (formerly San Antonio Street within the San Antonio Redevelopment Project and now converted to a mall) linking up with Park Avenue. This east-west pedestrian axis connects the University with the proposed Park of the Guadalupe and passes through the financial, cultural, convention, and the retail and entertainment areas. 2) First Street, the north-south pedestrian axis, will be pedestrianized (i.e., people will dominate rather than the automobile) - the street ultimately is planned to minimize vehicle travel other than mass and rapid transit, taxis, and emergency vehicles.

The Core Area Plan does not depict the downtown as a regional shopping center in the traditional character and form of past downtowns. It will, instead, become a "specialized" downtown; for example, the success of the retail portion of the San Antonio project will, to a large degree, initially be dependent upon the market created by the people within the Park Center Project, the college students and the future Core Area residents. The developing retail portion of the Core, although surrounded by many regional activities, such as San Jose State University, cultural and convention center, government and banking offices, will serve primarily those people whose main purpose for being in the area will be for other than shopping. Once retail activity is re-established in the Core Area, major department stores and other regional commercial facilities may become feasible and will be encouraged.



SAN JOSE STATE UNIVERSITY

The circulation concept (shown in the transportation element of the General Plan) was predicated upon the idea that traffic and congestion should be reduced in the central part of the Core, thus returning more of the activity space at street level to people. This would allow the upgrading of the land use potential abutting these spaces, while at the same time improving the access so that visitors may easily arrive at their destinations.

The basis of the Core Area circulation concept is a system of circulation involving freeways and regional transit corridors; a framework of frontage roads and one-way couplets surrounding the core and serving peripheral parking; two-way major automobile streets penetrating the core and leading to major parking facilities; pedestrian streets, some with minor automobile traffic; and pedestrian paths such as Paseo de San Antonio. The purpose of this hierarchy of circulation is to distinguish various functions for Core Area streets so that development, including parking, can be located and designed to be compatible with the street's function.

As previously mentioned, the complete Core Area study and plan are available at the Planning Department. In some cases, it may be necessary to review parts of this document to more fully understand the statements contained in this section of the General Plan. The changes in land uses necessary to implement the Core Area Plan are shown on the Land Use/Transportation Diagram.

b. Allowable Land Uses in the Downtown Core Area

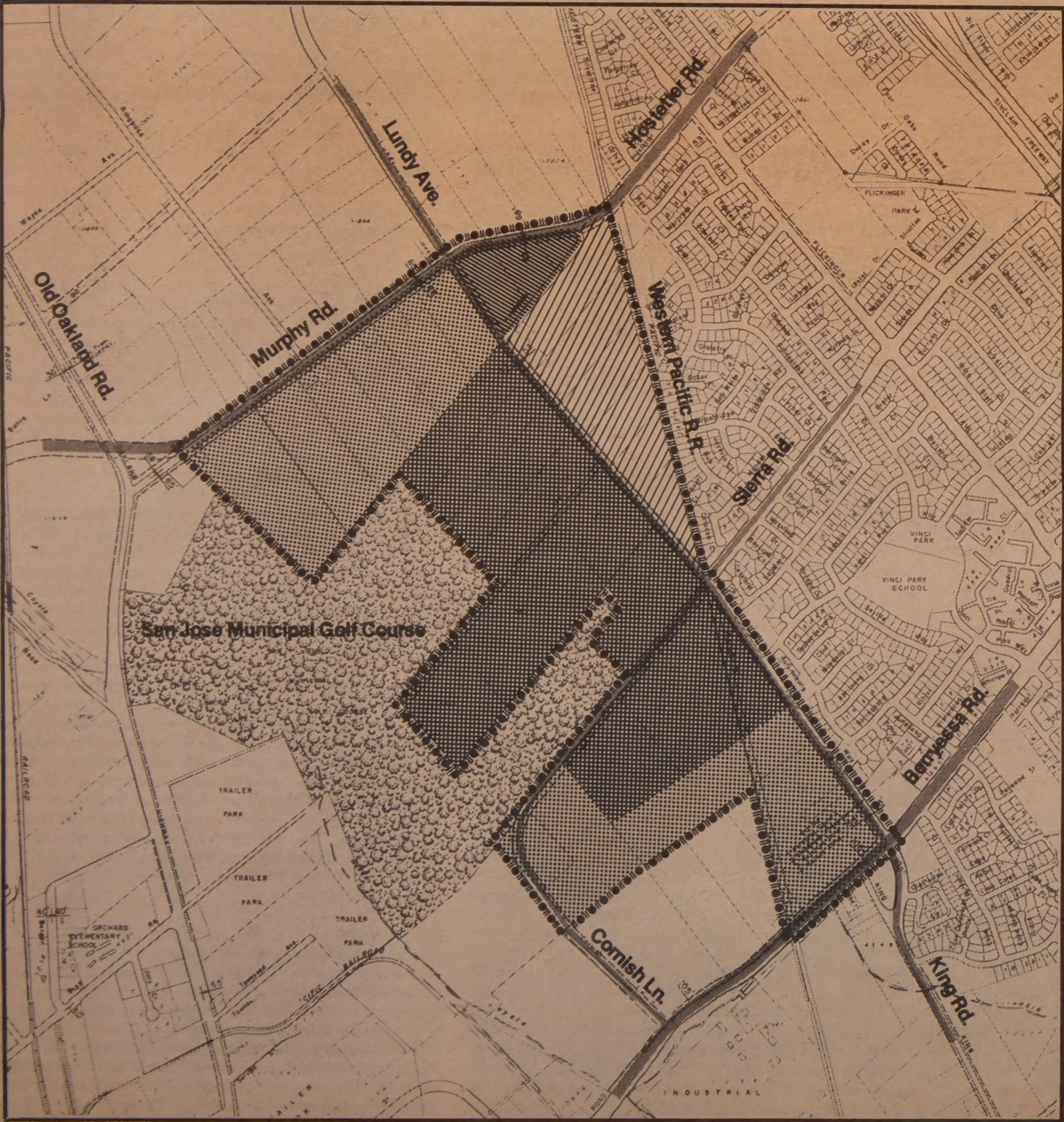
Core Area Commercial

This land use designation encompasses all of the office, retail and service commercial uses necessary for the creation of a vital Downtown Core Area. The conceptual framework guiding the general arrangement of various commercial uses within the Core Area is described below. However, this framework is intended to be a flexible one and specific development proposals which may not precisely fit the pattern will be evaluated on the basis of individual merit and the degree to which they meet the overall objectives of the City's Downtown Core Area revitalization strategy.

- High Density Commercial uses are encouraged to locate in the San Antonio Plaza Redevelopment Area and blocks A, B, and C of the Park Center Redevelopment project. The permitted uses and development standards for this land use category are found in the respective Redevelopment Plans. The intent is to encourage the development of high density uses in the central hub of the downtown. It is intended to stimulate the concentration of high-rise office, hotel, commercial and residential development that will result in the construction of a densely populated, exciting and busy center where commercial, recreational and cultural activities are pursued both day and night. Theaters, restaurants, nightclubs,

art galleries, commercial-recreation activities, and those activities found in a healthy city center may be interfaced with the high-rise office buildings and integrated parking structures. Retail sales should be at the ground level of the buildings with residential (other than hotels) generally located above commercial sales and office uses. Ground level uses must be heavily pedestrian oriented.

- San Antonio Plaza. This project is heavily office, retail and residentially oriented. The blocks closest to San Jose State University should strongly link up with the University in urban design and land use. The central unifying feature is the Paseo to which all land use and design features should relate.
- Park Center Plaza. The Park of the Guadalupe portion of the Plaza should develop in a manner in which the Park concept is utilized to its fullest extent with land uses and urban design consistent with the Park atmosphere. The main block within Park Center Plaza is eighty percent complete and remaining land uses should conform to existing development and broaden the scope of existing land uses. Residential, outside of hotel uses, is not contemplated as a use within Park Center.
- Medium Density Commercial. The above described land use area (High Density Commercial) can be referred to as the "Hub" of the downtown. The objective and policy of



BERRYESSA PLANNED RESIDENTIAL COMMUNITY

SPECIFIC LAND USE PLAN
ADOPTED 12-18-80

- Medium Density Residential (8 du/ac)
- Medium High Density Residential (8-12 du/ac)
- High Density Residential (12-16 du/ac—14 avg.)
- Neighborhood/Community Commercial
- Arterial (115-130' Right-of-Way)
- Arterial (80-106' Right-of-Way)
- Major Collector (60-90' Right-of-Way)
- Community Boundary



0 500 1000 2000
SCALE FEET

the Medium Density Commercial area is to encourage the concentration of development of medium high (rise) intensity uses to support and/or supplement uses in the "Hub" area. Geographically, Medium Density Commercial is intended for those areas outside of the Park Center and San Antonio Projects which are also designated for residential and Park Commercial uses.

Prime retail sales locations will regenerate themselves along First Street with new buildings containing a mix of offices, parking facilities and possible residential units on the upper floors. Areas east and west of First Street will house potentially the same uses as along First Street. The area west of St. James Park is envisioned for an extension of governmental offices.

• **Low Density Commercial.** This category is intended to accommodate the incidental service commercial and other low (rise) intensity, lower rent activities of the Core Area. The low density commercial land usage is intended to provide a place for wholesale and other semi-industrial commercial activities that need a location in close proximity to other land uses within the Core Area. It is not intended that residential uses be mixed with the other land uses in areas of low density commercial. For this reason, Low Density Commercial uses are encouraged to locate in those areas where there is not an additional residential or Park Commercial designation.

High and Very High Density Residential The residential area surrounding St. James Park, as shown on the Downtown Generalized Land Use Map, and planned for very high-density in-town residential use, is the preferred location for very high density residential use. While the residential use in the mid-portion and southerly portion of the Core is envisioned as developing into high-density low-rise housing, very high density housing in those areas would be considered on the basis of individual applications and analyses of the immediate area. Development of convenience retail and service commercial for residents of this area is appropriate.

Residential Support for the Core Area This land use designation is intended for very high density residential use outside of and adjacent to the Core Area. Revitalization of the Downtown Core Area is dependent to a large degree on development of a strong residential community in the downtown area. Much of the area presently planned for residential use in the Core contains commercial uses not currently available for residential redevelopment. This designation would increase the potential scope of the planned Core Area residential community, and is intended to be functionally integrated with it. Because of this relationship, individual projects may assume the characteristics of the Core Area residential use categories including unlimited densities and high-rise structures on sites deemed appropriate in the context of General Plan Goals and Policies and existing permanent development. Development within this category is intended to expand the potential for residential development in close proximity to central area jobs and to create new consumer markets in the downtown area.

Cultural and Institutional The area shown as Cultural and Institutional contains public facilities such as the Civic Auditorium/Convention Center, Center for the Performing Arts and Main Library.

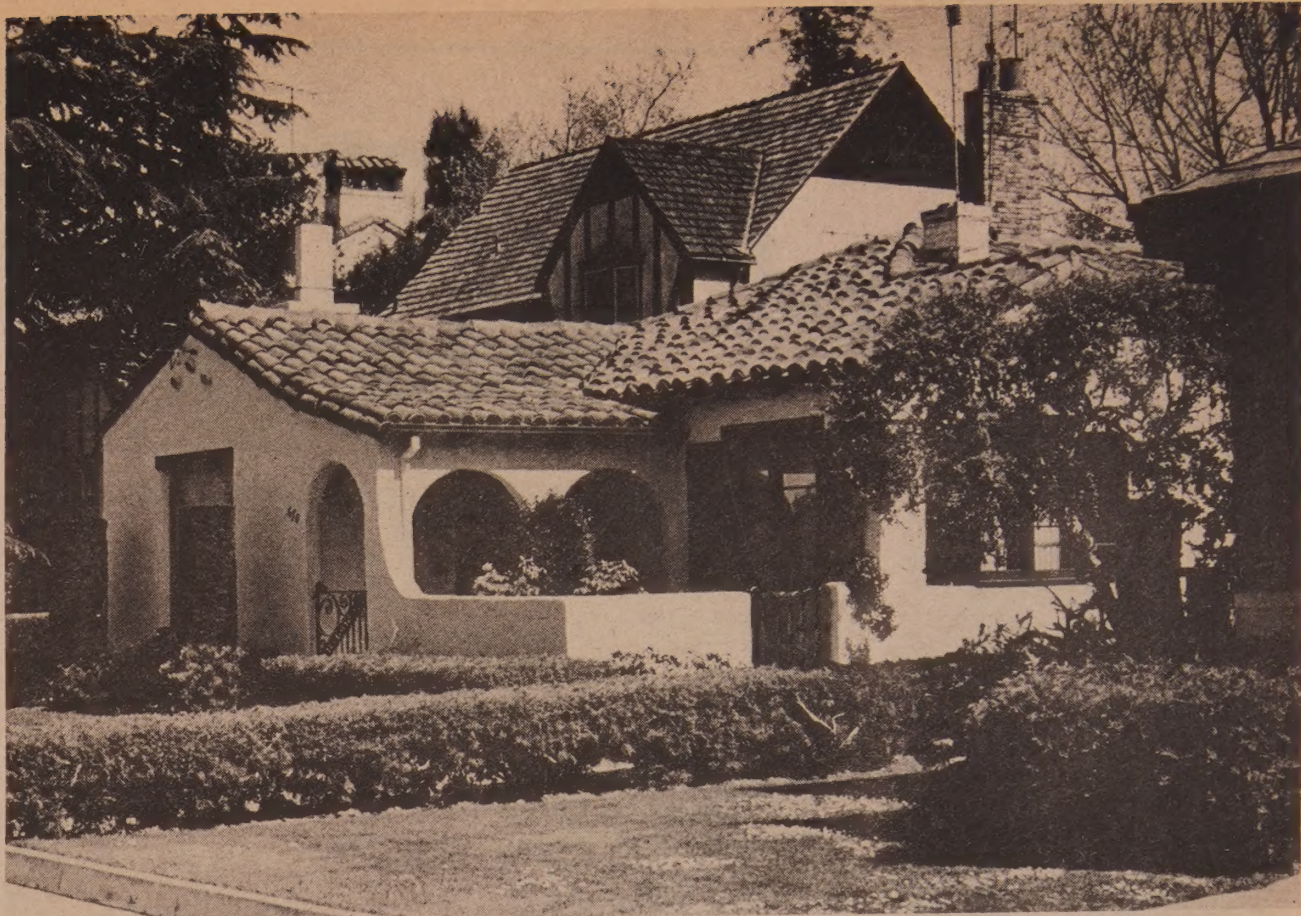
Park/Commercial The Park/Commercial land use designation for the Park of the Guadalupe area is a generalized land use designation that allows land uses compatible with the River Park setting. Such land uses are pedestrian oriented commercial, service, office uses, entertainment, recreational, cultural and institutional uses. These land uses, however, because they would be located in a park area, should be designed into the Park consistent with past master plans for the Plaza and Park of the Guadalupe and there should be free public movement in the outdoor spaces privately owned which are associated with these Park/Commercial land uses.

Park Land use within this category should be restricted to public parks, such as the Market Street Plaza Park, St. James Park, and the proposed park portion of the Park Center Plaza.

■ 4. Planned Residential Communities

a. Berryessa Planned Residential Community

Specific Plan Objectives The Berryessa Planned Residential Community is a direct outgrowth of the Berryessa/Evergreen Land Swap proposal studied during the 1980 General Plan Annual Review Process. This land "swap" resulted in the conversion of approximately 200 acres of Low Density Residential uses in Evergreen to Campus Industrial uses and the conversion of approximately 300 acres of Industrial Park area in Berryessa to the land use designations as shown on the following Berryessa Residential Community Specific Land Use Plan. The primary rationale behind this "swap" was to move job and housing opportunities closer together while improving transportation conditions in both the "swap" areas and citywide.



NAGLEE PARK NEIGHBORHOOD - Tom MacRostie

A major objective in this Berryessa area is to assemble a planned community that will serve as an innovative example of design flexibility and balanced land use features, including a variety and mix of housing types and local employment opportunities. The City further views this Planned Community as a future showpiece so that high quality in design and construction will be a central consideration in the review of development applications in this area.

Provision of Public Services and Facilities Another concern regarding future developments in this Berryessa Planned Community is the impact on surrounding urban services and facilities. Occupancy of future dwelling units in the Berryessa Planned Community should be carefully monitored pending the completion of currently planned street and park improvements in the surrounding District 4 area. Supportive urban services and facilities within the Berryessa Planned Community must also be planned or provided with future developments in this area.

School and park facilities are among the most important urban service concerns in this area. The City will work closely with the school districts and developers to set aside future school and park sites in this Planned Community area as development occurs. Where possible, surplus City park lands will be utilized or traded to provide for the proper amount and location of public park facilities. School sites will be provided as required and public park lands, where possible, will be combined with these school locations to provide more expanded and efficient open space and recreational areas. In addition to these public open space requirements, significant private open space areas will be required of new development proposals in this area, particularly in the higher density ranges.

Beyond these special considerations for transportation and open space facilities, developments in the Berryessa Planned Community will be subject to all other urban service related goals and policies stated elsewhere in the General Plan. To accomplish these goals and policies, a master plan for the provision of facilities and services to this Planned Community will be prepared.

Overall Design Considerations Many of the properties in this Berryessa Community area have either direct frontage onto arterial streets or abut the Western Pacific Railroad tracks, or both. There are also some residential/industrial interface situations evident in this area. For all of these interface conditions, the City will exercise great care in providing noise and aesthetic buffering. Non-reflective sonic barriers are recommended where new development will occur adjacent to existing developments which are not so protected. The extensive use of berms and landscaping is also recommended along residential and non-residential interfaces for mitigation of potential environmental impacts. Where residential uses are proposed along arterial streets, only limited access will be allowed as outlined in the Transportation Policies of the General Plan.

Specific Land Use Plan Throughout the following discussion, unless otherwise noted, all of the residential densities refer to net acreage. The areas shown for 8 Dwelling Units Per Acre, 8-12 Dwelling Units Per Acre, and Neighborhood/Community Commercial on the Specific Land Use Plan are to be developed following the Land Use Designation definitions currently outlined in the General Plan. In the areas indicated for 12-16 Dwelling Units Per Acre, development is anticipated to occur at an average density of 14 Dwelling Units Per Net Acre. Development can be accomplished below the 12 level or above the 16 level provided that a mutual agreement between property owners is made which transfers densities so that a 14 dwelling unit potential density is maintained between the properties involved. This density transfer will be accomplished and controlled using a single Planned Development zoning application, where the concerned properties are contiguous, or concurrent Planned Development zonings if the parcels involved are not contiguous. In applying this density transfer mechanism, the resulting potential densities on

individual properties will not be allowed to drop below 8 Dwelling Units Per Acre. The size, location, and potential other limiting factors of properties involved in such transfers will be carefully reviewed to insure that the future use of all properties remains viable within the development parameters established in this section of the Plan.

Areas to be developed for schools and parks will be identified as the pattern of future development becomes clearer in this proposed community. Subsequent changes in the General Plan will be required to establish these future public-oriented land use designations.

The overall intent of this Planned Community concept is to provide for flexibility beyond the existing General Plan provisions, to encourage innovation by the development sector, and at the same time, provide for a controlled form of development. To provide for such control, a Master EIR for the area will be prepared and development will be accomplished under the Planned Development zoning process. Also, unless otherwise noted in this discussion, all future development in the Berryessa Planned Community will be subject to all other General Plan objectives and policies.

B. Land Use Designations

To many people, the General Plan Land Use Diagram is the General Plan. (The official copy of this diagram is on display in the Planning Department). As previously stated, the Goals and Policies are as much a part of the General Plan as the Diagram. To a great extent, the land use designations are a reflection of the Goals and Policies. For the most part, one can determine the allowable land use for a given parcel of land by referring to the Land Use/Transportation Diagram. In some cases, however, the policies (particularly those restricting development when natural hazards are present) limit the application of the land use designations and in a few cases, the policies define conditions under which a land use or a residential density other than that designated may be allowed. Finally, due to the scale of the Land Use/Transportation Diagram, the "planned" land use for a given parcel may in some cases be unclear. The "intent" of the Plan will then be determined by applying the relevant goals, policies, and/or concepts to the circumstances of the given situation.

Since parcels of two acres and less in size may be too small to be separately identified on a map of the scale of the official Land Use/Transportation Diagram, any developed parcel of two or less acres is deemed to be in conformance with the General Plan regardless of how it is designated. For the purpose of the General Plan, a developed parcel means the parcel has an existing urban land use and is shown on the Land Use Inventory maps as such. (This does not include improved parcels which have been prepared for development with utilities, grading, etc., but which are still vacant). The status of existing legal non-conforming uses in regard to zoning is not affected by the General Plan Land Use designation.

One of the objectives of this General Plan is to encourage infilling of development. To further this objective, the General Plan provides for some flexibility of land uses allowed on existing undeveloped properties or underdeveloped properties which comprise a land area of two acres or less, irrespective of ownership boundaries. Such properties may have an allowed use other than that designated on the Land Use/Transportation Diagram. Such alternative use for a land designated residential is the next higher or lower residential density category and for a non-residential designation, the alternate use can be any residential category or any other non-residential category, provided that (1) the alternate land use must be compatible with land use designations of the General Plan for properties in the vicinity; and (2) the alternate use must be consistent with applicable General Plan policies. It is intended that this alternate land use be utilized relatively infrequently and in scattered locations so as to not impact any



COMMERCIAL USE, Bassett St. - Paul Garrett

one neighborhood. This provision would not allow for divisions of land into parcels of two acres or less for the purpose of avoiding compliance with the Land Use/Transportation Diagram of the General Plan.

■ 1. Residential

The densities of the residential categories all refer to net acreage, which is the area actually used for residential purposes and excludes the area used for schools, parks, and streets. The densities indicated for the single-family residential categories (eight units per acre and less) represent the maximum allowable density in the areas where the designation applies. No minimum density is intended to apply to these four categories. For the higher density categories, however, there is a range which represents both a minimum and a maximum allowable density. This is intended to ensure a range of housing types and prices and to accommodate future population more efficiently within the Urban Service Area.

For a single contiguous ownership for which more than one residential density category is designated, a "transfer of densities" within the property may be allowed. Such a density transfer would be approved only if a specific development plan were submitted and if the total number of dwelling units proposed were within the allowable range of the combined density ranges applicable to the property, and if such a density transfer would otherwise be consistent with the Goals and Policies of this General Plan. To paraphrase, it might be possible to "rearrange" the densities applicable to a given part of a property, if the total number of units is not increased.

a. Rural Residential: 0.2 Dwelling Units Per Acre

This is the least intensive category of residential use and is planned for some of the peripheral areas of the City's sphere of influence: the southern end of Almaden Valley, southern Coyote Valley, and some foothill areas of Alum Rock and Berryessa. This land use category would be represented by single-family dwellings on lots averaging five acres in size.

This form of development is viewed as "non-urban". It is not expected that urban services would be extended to these areas within the next fifteen years, except for the emergency services which must be provided within all of the City's corporate limits. The application of this land use category is based on problems involved in providing services to these areas. In the foothill areas where it is applied, this density tends to mitigate the geologic problems which would be associated with a more urban level of development.

This density of 0.2 dwelling units per acre represents the maximum allowable density for this designation; no minimum density is intended. A density of less than 0.2 dwelling units per acre may be more appropriate in some areas, due to environmental, geologic or adjacent land use concerns.

b. Low Density Residential: 2 Dwelling Units Per Acre

This land use category would be typified by half-acre residential lots. In all areas planned for this density, other than in Evergreen, the designation is based upon topographical and/or geologic considerations. In Almaden, this designation applies to areas generally near creeks, which are subject to ground failure from liquefaction. Soils subject to liquefaction are unsuitable for building sites. On a given parcel, sufficient unaffected area may be found to sustain a density of two units per acre. In the foothills of Alum Rock and Berryessa, this density is based on the need to limit development due to the

high potential for landsliding and soil creep. In the case of Evergreen, the inability of the planned transportation system to accommodate a greater degree of urbanization is the basis for this density east of Ruby and south of The Villages. This density of 2 dwelling units per acre represents the maximum allowable density for this designation; no minimum density is intended. A density of less than 2 dwelling units per acre may be more appropriate in some areas, due to environmental, geologic or adjacent land use concerns.

c. Medium Low Density Residential: 5 Dwelling Units Per Acre

This density is typified by 8,000 square foot residential lots. It is characteristic of development in Almaden Valley. This density category responds both to the need for slightly larger than normal lots to prevent excessive grading on slopes of from five percent to fifteen percent and to the need to provide a variety of lot and house sizes within the City. This density is found in eastern Evergreen, and in the foothill areas of Edenvale, Alum Rock and Berryessa.

This density of 5 dwelling units per acre represents the maximum allowable density for this designation; no minimum density is intended. A density of less than 5 dwelling units per acre may be more appropriate in some areas, due to environmental, geologic or adjacent land use concerns.

d. Medium Density Residential: 8 Dwelling Units Per Acre

This density is typified by the 6,000 square foot subdivision lot which is so prevalent in San Jose. It is characteristic of most residential development in San Jose to date, and is the density at which the majority of the single-family housing will be built in the future. Most new mobile home parks can also be expected to locate in areas planned for this density. This level of density has been planned not only for undeveloped areas, but for some older single-family areas which had previously been planned for replacement by multiple-family development. The City's existing housing stock is too valuable, particularly in meeting the needs of low and moderate income families, to be prematurely destroyed.

This density of 8 dwelling units per acre represents the maximum allowable density for this designation; no minimum density is intended. A density of less than 8 dwelling units per acre may be more appropriate in some areas, due to environmental, geologic or adjacent land use concerns.

e. Medium High Density Residential: 8-12 Dwelling Units Per Acre

This density is typified by townhouses and duplexes. Since the Plan controls density rather than housing types, it would also allow a mixture of single family and apartment units, subject to the density limits. It is generally located on the edges of single-family neighborhoods. In some cases, it has been planned as a transition between higher intensity uses (e.g., shopping centers or apartment complexes) and single-family neighborhoods.

f. High Density Residential: 12-25 Dwelling Units Per Acre

This density would be typified by two-story apartments with surface parking, although structures of greater height with compensating amounts of open space would be possible. The allowable density does not directly control the intensity (height and bulk) of development, but Community Design Policy number 12 does limit it. There are only a limited

number of apartment projects in San Jose with a density exceeding 20 dwelling units per acre but they can be expected to be more common in the future as San Jose develops a somewhat more urban character. High density residential uses are planned primarily for locations on major streets and near major activity centers.

g. Very High Density Residential: 25-40 Dwelling Units Per Acre

This density would be typified by three-story apartments with underground parking. Structures of greater height might be possible, subject to the limitations imposed by Community Design Policy number 12. This density is planned for very few locations – primarily the downtown Core Area, and near commercial centers of a regional scale with ready access to freeways and/or expressways.

h. Planned Residential Community

The uses allowed within this category may encompass a full range of residential densities as well as commercial, industrial, public or private land use designations. These individual land use designations will be applied pursuant to a specific Planned Residential Community land use diagram which is contained in this same General Plan section under II., A., 4., Planned Residential Communities. This designation, like the Mixed Use concept, is intended to provide the private development sector with some degree of flexibility in developing innovative concepts for integrating employment and housing opportunities within the same site or area.

Application of this Planned Community designation is intended for properties which, because of size, location or urban service conditions, require special consideration for purposes of future development. While no specific minimum land area requirement is defined, properties to be considered for this designation must be of a sufficient size to provide an appropriate community environment within the City's surrounding environment.

Development under the Planned Residential Community designation shall be approved only through the Planned Development Zoning and Permit Process. Furthermore, unless it is otherwise exempted in the specific Planned Residential Community Land Use Plan, development within the Planned Residential Community category is subject to all other applicable General Plan policies. Where residential or non-residential designations are utilized within the Planned Residential Community category, and no special qualifications are outlined in the specific land use plan, such individual land use designations shall be governed by the existing General Plan language relative to these designations.

■ 2. Commercial

New commercial development is generally planned to take place on lands already zoned for that use. The amount of existing commercial zoning in the City is generally adequate for the needs for commercial development through 1990. Given the excess of existing commercial zoning, and the greater need for land suitable for residential development, some commercially zoned parcels are planned for other uses. The total amount of land planned for commercial uses is sufficient to more than meet the shopping needs of the community and to provide for substantial business employment and sales tax revenue. The commercial land use categories described below identify the types of uses allowed under each category. The intensity (height and bulk) of use is controlled by Community Design Policy number 12 and by the provisions of the applicable zoning district.

a. Neighborhood/Community Commercial

Existing commercial development to which this designation applies consists of neighborhood business districts in some older parts of the City, but primarily to shopping centers of a "neighborhood" or community scale. For future neighborhood/community commercial uses, it is the intent of the Plan that they develop in the form of shopping centers. Shopping "centers", as distinguished from shopping "districts", are in the form of a group of commercial establishments planned, developed, and managed as a unit with off-street parking provided on the property as an integral part of the unit, and related in its size and type of shops to the trade area it serves. The commercial centers designated in this Plan are intended as neighborhood centers, except in such cases as it can be demonstrated by a market analysis that a community scale facility is justified. The primary distinction between the two lies in the difference as to trade area served and the range of uses. Secondly, there may be a difference in size. Due to their functional differences, they vary as to the traffic they generate and thus their locational needs may differ.

Neighborhood centers, which actually serve several neighborhoods, are designed to meet the everyday shopping needs of people who live nearby (generally within one mile) and are typified by a supermarket and a drug store. They may include a variety of retail and service facilities, but entertainment uses such as movie theaters and bowling alleys which generate traffic from a large area are not appropriate. The maximum allowable size for a neighborhood center is generally eight acres.

Community centers provide the uses of a neighborhood center plus more comparison-shopping facilities. Uses which depend upon a large market area (of several miles) such as furniture stores or entertainment uses, are appropriate. Community shopping centers may be allowed as large as fifteen acres.

b. Regional Commercial

The areas designated as regional commercial are, for the most part, existing regional shopping centers. In a few cases they reflect the cumulative attraction of a regional center and one or more nearby community or specialty commercial centers, or two or more community or specialty centers in close proximity whose combined drawing power is of a regional scale. All of the designated regional commercial areas are based on existing shopping centers. Any completely new regional scale developments should be encouraged to locate in the downtown Core Area.

c. General Commercial

This designation covers a great variety of commercial uses and forms of commercial development. It includes the establishments which are highly dependent upon the visibility and access provided by location on major streets and which also benefit from proximity to other commercial uses, which have resulted in commercial strip development. It also includes free standing commercial establishments, such as discount stores, which do not generally require proximity to other commercial uses. Business and professional uses are allowed uses within this category. Shopping centers may be allowed, but it is felt that they are adequately provided for by the designated Neighborhood/Community Commercial areas.

Due to the scale of the Land Use/Transportation Diagram, it is not in all cases possible to accurately reflect the intended depth of General Commercial uses fronting on major streets. The intent of the Plan is to not allow the intrusion of commercial uses fronting on one street, to extend back onto a generally residential street. Generally, the depth is intended to be the depth of the affected lots fronting on the "commercial" street, except for the case of a through lot, in which case the commercial use depth is intended to be the average depth of all lots in the affected block, excluding the through lot.

d. Offices

For areas along a major street which are designated for office use (i.e., an office "corridor"), the majority of the properties must be used for office purposes, but some properties may be allowed as other compatible commercial uses. For individual properties, the predominant use must be office, but other compatible commercial uses may be allowed as part of the development.

3. Combined Industrial/Commercial

This category of use is designed to allow for developments containing a mixture of compatible commercial and industrial uses as in the vicinity of the Municipal Airport. It is also intended to allow either commercial or industrial use in areas which already exhibit such a mixed land use pattern as to make it very difficult to define rational boundaries for each of these categories. Two areas in which this condition exists are the Bayshore Freeway/North First Street/ Highway 17 area and on Monterey Highway south of Lewis Road. This use category has been applied in only a few areas, to provide justifiable flexibility. It is not intended to be widely used. As to industrial uses, only industrial park and light industrial uses are consistent with this use category. As to commercial uses, retail and office uses in general are consistent with this designation, but shopping centers, per se, are not intended. They are adequately provided for elsewhere.

4. Industrial

The industrial designations below define the types of industrial areas being planned for. In some cases, the specific industrial uses allowed will be subject to the policies of the Airport Land Use Commission. In all of the industrial use categories, except for the Research and Development and Campus Industrial categories, commercial uses, including office and retail facilities, which are ancillary to the industrial uses and are otherwise compatible, are allowed. On the other hand, institutional uses such as churches and schools will generally be discouraged from locating in industrial areas. In addition, there are some commercial land uses which have extensive land requirements that are more appropriate in the light and heavy industrial districts than in commercial districts. Examples of such uses are recreational vehicle parks, private campgrounds and tracks for off-street vehicles. Research and Development and Campus Industrial are exclusive categories applied only to single ownership projects as opposed to the multiple parcel/ownership characteristic of other industrial areas, and offices or other commercial uses are allowed only to the extent that they are incidental and necessary to the conduct of the subject, single use.

Industrial uses should, in general, be planned in close proximity to residential development, consistent with other General Plan policies, in order to discourage lengthy home to work commuting.

a. Research and Development

This is the least intensive of the industrial land use designations in terms of permitted uses, required urban services, site development and environmental effects. Industrial activities in this category are limited exclusively to research, product development and testing, engineering and sales development and other basic research functions which lead to new project development and marketing. Manufacturing facilities, as such, would be limited to pilot plant operations for construction and testing of prototype products. This is not an exclusive designation for research and development activities as these uses are also permitted in the Campus Industrial, Industrial Park, Light Industrial and Heavy Industrial categories.

Parcels to be considered for the Research and Development designation will generally contain 50 or more acres and will be limited to development by a single user. An open space "campus" environment is intended here and developments in this category will be carefully reviewed for sensitivity of use and design. Aggregate building coverage will be restricted to approximately 15% of the total parcel area and most of the site will be landscaped or remain in a natural state. In some cases, the Private Open Space category can be combined with the Research and Development designation, to apply to the portion of a parcel which is to remain in a natural state. In instances in which both the Private Open Space and Research and Development designations have been applied to a single ownership, the 15% building coverage limitation applies to the total property.

b. Campus Industrial

This designation provides for a somewhat more intensive development and broader range of uses than the Research and Development category, but with the same type of high quality design. The campus design envisioned in this designation is characterized by generally low-profile structures, designed to take advantage of the site's natural features, and substantial amounts of landscaped and natural open space. All development occurring in this designation will take place as Planned Development Zonings, in order to ensure a thorough public review of the proposed uses and design. The minimum parcel size for Campus Industrial is ten acres, although a much larger site would be desirable; buildings will cover no more than 20 or 30% of a lot. Each parcel in the Campus Industrial category will be designed for a single user.

The predominant uses occurring in this category will be industrial research and development, administration, and marketing. Assembly and manufacturing could be permitted as a secondary part of a user's operations; they should not comprise the majority of the site's use. Warehousing will be allowed only when strictly ancillary to the primary uses.

c. Industrial Park

A wide variety of uses are encompassed within this category but it does not include uses with functional or operational characteristics of a hazardous or nuisance nature which cannot be mitigated through design controls. The primary difference between this use category and the "Light Industrial" category is that performance and design standards are more stringently applied to Industrial Park uses, to eliminate or reduce any adverse impacts of the use(s). The development standards of the present "I District" are illustrative of this concept. An Industrial Park may be either a single use or a development containing several separate uses, which is zoned, planned, developed, and managed as a unit, and designed with sensitivity to surrounding uses.

d. Light Industrial

This is also an encompassing category for a wide variety of industrial uses, but excludes uses with significant nuisance effects. Because the uses allowed do not have substantial external effects, normal zoning and development controls will suffice. The design controls for this category of use are not as stringent as for the "Industrial Park" uses. Examples of this use category are warehousing, wholesaling, and "clean" manufacturing.

e. Heavy Industrial

This is a use category for certain industrial nuisance or hazardous uses which cannot reasonably be mitigated, or which are otherwise deleterious to the public health, safety, or general welfare and therefore need to be segregated from other uses. The types of industrial uses which are illustrative of this category are extractive and primary processing industries. The areas planned for Heavy Industrial use are limited, and are largely areas where such uses are already present.



GATEWAY OFFICE CENTER - Thomas Okamoto

■ SHAPING THE FUTURE



EASTRIDGE SHOPPING MALL - Chamber of Commerce

f. Site Design Guidelines: Industrial Developments with Residential Street Frontages

Besides the appropriateness of the design to the function of an industrial site, there is a necessity to include a desirable environment for occupants, visitors and general community. Thus, industrial facilities should be designed to be compatible to adjacent land uses, especially to any residential districts through the use of appropriate design techniques for siting, building design and landscaping. In all cases, the established criteria should reflect the need to maintain the established residential character and scale of the neighborhood and its residents. Uses and density of development should be compatible for integration into residential neighborhoods. Particular attention should be given to insure pedestrian/vehicular traffic safety.

Building design should be controlled so that the mass of the building does not dominate the street fronting the residential areas. A height setback ratio designed to reduce building mass on frontages should be incorporated with design features selected to conform to the design character of the residential area. Where appropriate, the choice of materials and colors similar to the residential area should be used and incorporated on all four sides of the structure. Frontages should not have any outdoor storage, delivery, or loading docks. Major ingress and egress points should not occur on narrow residential streets.

Landscaped frontages should utilize such techniques as wide setbacks and earth-berming with full landscaping to completely shield parking areas. Heavy landscaping on all frontages should be required and be compatible with the residential plant materials and street trees on those frontages. Parking areas should also be landscaped.

Signing should be restricted to monument signs with low height limitations and should only be illuminated by low intensity indirect lighting. Direct lighting used for security purposes should not glare on any residential district, and should follow appropriate guidelines to reduce electrical usage.

Comprehensive design guidelines are to be prepared and rigidly enforced to ensure appropriate compatible development of industrial sites adjacent to residential neighborhoods. Any potentially detrimental impacts are to receive corrective mitigation prior to occupancy.

■ 5. Mixed Use

This use designation is designed to allow for developments containing a mixture of the three major use categories – residential, commercial and industrial. Uses may be combined horizontally, within a given project (mixed use) or vertically, within a given structure (multiple use). This designation is intended to provide the flexibility for private developers to exercise innovative concepts, which is expected to stimulate private redevelopment in older developed areas of the City and encourage a more “urban” form of development in selected locations. It will also allow for project integration of housing and employment in selected growth areas of the City, reducing the need for commuting between the two.

The Mixed Use designation functions as an “overlay” designation which can be applied to any of the residential, commercial, or industrial categories. In those areas overlaid by the Mixed Use designation, other uses from among the major use categories may be permitted to the extent that they neither violate the scale and character of the underlying use area, nor jeopardize the available supply of land planned for that use. The presence of the Mixed Use designation does not change the factors, such as density, intensity, specific use, etc. which control development under the base use designation. Application of the concept shall occur only when the legitimate interests of all uses can be respected.

Residential development shall be allowed in commercial or industrial areas having the Mixed Use overlay only when it is of sufficient scale to establish its own environmental amenities and when a full range of residential services are available to the site or will be provided with the development. Commercial development in residential or industrial areas having the Mixed Use overlay shall not be allowed to compromise the

characteristic features of residential and industrial areas, and non-office commercial shall be allowed in industrial areas only when it directly and primarily serves or compliments existing industrial development. Development under the Mixed Use designation, unless it is for the base use alone, shall be approved only under Planned Development zoning or its equivalent.

Development under the Mixed Use designation is subject to other applicable General Plan policies, most notably the High-Rise Policy. Mixed Use development outside the Downtown Core Area must observe the 120 foot height limitation, and while no specific limit on residential density will be imposed on application of the Mixed Use overlay to commercial or industrial base designations, the residential component of mixed use projects must adhere to the High-Rise Policy limit of three stories for residential development outside the Downtown Core Area.

■ 6. Public/Quasi-Public

This category includes land uses of governmental agencies, utilities, and institutions such as churches and private hospitals. As to quasi-public (institutional) uses, only existing uses are designated; no future quasi-public uses are planned by the City. For this reason, any proposed quasi-public developments will be evaluated as to their conformance with the General Plan on the basis of applicable General Plan Goals and Policies. Public uses include schools, corporation yards, libraries, fire stations and City Hall. Some public uses are designated on the Land Use/Transportation Diagram which do not yet exist, but for which a site has been acquired. There may, in the future, be instances of a public agency wishing to dispose of surplus property. In those instances of the public use being terminated a decision must be made as to what use(s) would be consistent with the General Plan. That determination will have to be made in each individual case which arises, based on the applicable General Plan policies. Not all existing public and quasi-public uses are designated on the Land Use/Transportation Diagram. Some are simply too small to be shown.

■ 7. Public Park and Open Space

These land uses which are of a basically open space nature are publicly owned but not in all cases open to public use. The most prevalent public open space uses are City and County parks. The category also includes the County Fairgrounds and percolation ponds. With one exception, no public open space has been designated which is not now in public ownership or in a funding program for acquisition. The City is proposing the creation of Penitencia Creek Park Chain which, in conjunction with Alum Rock Park, would constitute an urban regional park and is seeking County funding participation.

The Land Use/Transportation Diagram does not completely reflect the City's public park and open space system. Some parks, and most neighborhood recreation centers, are too small to be reflected, as are some portions of PG&E rights-of-way which also serve as part of the City's park and open space system. Also not reflected are some existing creeks that flow through the Valley and have the potential for providing recreation opportunities, unique natural open space settings, hiking and equestrian trails, and connecting links between other publicly-owned recreation areas. These creeks are part of the County-wide flood control system. For some of the major creeks, or portions thereof, the Santa Clara Valley Water District plans to leave them in basically their natural state rather than constructing flood control facilities. The following creeks, and reaches thereof, are included as part of the City's park and open space system on the assumption that they will be given flood plain treatment or a modified version thereof: Guadalupe Creek, Los Alamitos-Calero Creeks, Guadalupe River, Coyote Creek, Silver Creek south of Capitol Expressway, Yerba Buena-Thompson Creek as far as the Lake Cunningham Park site, Penitencia Creek, and Berryessa Creek east of Morrill Avenue.

There may, in the future, be instances of a public agency wishing to dispose of surplus property or wishing not to acquire property now programmed for acquisition. In those instances of the public use or proposed public use being terminated, a decision must be made as to what use(s) would be consistent with the General Plan. That determination will have to be made in each individual case which arises, based on the applicable General Plan policies, and the use character and General Plan land use designation of the surrounding area.

■ 8. Private Open Space

These are privately owned uses, of a low intensity, open space character. The range of allowable uses under this category is limited. Only existing uses are designated; no new ones are proposed. Specific uses include cemeteries, salt ponds, hunting/fishing clubs, utility corridors, but not substations, and land which is restricted to open space use by zoning, easement, or deed restrictions. Examples are the permanent open space portion of The Villages planned development, the noise buffer of the United Technology Center facility, and the open space portion of the new I.B.M. facility.

9. Private Recreation

These are uses of a higher intensity than the above category and are generally, but not necessarily, of an open space character. The range of allowable uses is broader than for the private open space category and includes those uses allowed in the Private Open Space category. Uses include amusement parks, country clubs, golf courses, tennis clubs, driving ranges, recreational vehicle parks and private campgrounds. Ancillary commercial uses (bars and restaurants) are allowed in conjunction with private recreation uses. Only existing or owner proposed uses are reflected on the Land Use/Transportation Diagram.

10. Non-Urban Hillside

This land use is proposed for most hillside areas above the fifteen percent slope line. Because of the pervasive geologic problems in the hills (landsliding, soilcreep, earthquake faults) and the extraordinary public costs of hillside development, uses must be limited to those having very little physical impact on the land and requiring no urban facilities or services. There is also a need to preserve watershed and prime percolation soil areas. Agriculture, such as grazing and tree farming, and very large lot "residential estates" are the planned uses under this category.

The intent of this non-urban category is to reflect a very low intensity of use for the hillside area as a whole. The proposed ratio of 1 du/20 acres would establish a holding capacity for the hillside areas of approximately 3,300 dwelling units. This holding capacity is consistent with the physical, geotechnical and service-related constraints applying to the hillside areas. Most of the existing uses in the transition area between the valley floor and the hillsides are designated either rural residential (0.2 du/ac) or very low density residential (2 du/ac).

The intent of the fifteen percent slope line as a general planning criterion is to define the edge of urban/non-urban intensity of land use. The Land Use Diagram is not intended to show the fifteen percent slope line precisely on any specific parcel, as this is possible only with site specific topographic information with a contour interval of five feet or less. Therefore, where site specific information locates the fifteen percent slope line more precisely, the non-urban hillside density should be applied only to the area above the fifteen percent slope line. In cases where the fifteen percent slope line is located more precisely up slope from the Land Use Diagram designation, the down slope land use designation or density should be applied to the additional area up to the precise fifteen percent slope line.

"Slope density" was not considered an appropriate technique because it does not adequately account for the critical requirements for public facility and service extensions. Slope density may be an appropriate approach for County areas where urban facilities and services are not required. However, caution is required to prevent an urban intensity of

development in the County which would generate needs for urban facilities and services and thus impact adjoining city areas.

After more comprehensive investigation of the hillside areas and their potential holding capacity under the former 1 du/5 acres ratio, the present recommended intensity of 1 du/20 acres was determined. The physical (slope), geotechnical and service constraints of the hillside areas warrant the limitation of overall holding capacity by the 1 du/20 acres intensity as recommended.

The Plan recognizes that the hillsides are a very extensive and diverse area and that the general, areawide analysis should be supplemented by more detailed, localized studies of certain fringe areas. Such studies could be part of the urban service program for the planning areas which include hillsides, and thereby would give proper emphasis to the service and facility implications of hillside development. In addition, subsequent to adoption of this General Plan, joint planning studies with the County of Santa Clara will be required in order to resolve any conflicts between the City's General Plan and the County's zoning for areas still under County jurisdiction.

11. Agriculture

Agriculture is the planned land use for the majority of the Coyote Valley. Agricultural uses include grazing, dairying, livestock raising, feedlot, orchards, row crops, nursery stock, flower growing, ancillary residential uses, ancillary commercial uses such as fruit stands, and "agricultural industry" related to processing of agricultural products. The "agricultural industry" is specifically limited to uses and structures which do not require urban services such as sanitary sewers, urban street improvements, etc. To the extent allowable under County health regulations, certain agricultural uses are appropriate in areas designated as rural residential. The minimum parcel size in the area planned for agriculture is twenty acres.

C. Alternate Designation for Proposed Freeways and State Transportation Corridors

When an area is designated as a proposed freeway or State transportation corridor and dedication thereof for such purposes is not required by the City, such area shall be deemed to have an alternate land use designation which shall be that of the parcel immediately fronting on the area designated as proposed freeway or State transportation corridor. If the area proposed for future freeway or State transportation corridor is bounded by land with different designations, then each designation shall apply to the centerline of the proposed freeway or State transportation corridor. If the area proposed for future freeway or State transportation corridor use is to have an alternate land use designation different from that

derived under the foregoing provisions of this paragraph, such different alternate land use designation for such area shall be specifically shown on the Land Use/Transportation Diagram. Provided that in order to be consistent with the General Plan, if the subdivision map shows lots within the path of a proposed freeway or State transportation corridor, then such map, in addition to showing lots, must show that a proposed freeway or State transportation corridor traverses such lots.

If the City does not require dedication of an area designated as a proposed freeway or State transportation corridor, the City may nevertheless accept dedication of such area for such purpose and if the City accepts such dedication and if the area dedicated and the remainder of the parcel (a portion of which is so dedicated) have the same alternate land use designation, the City may permit the remainder of the parcel (a portion of which is so dedicated) to be developed with a greater density of building intensity than would otherwise be permitted for such remainder, but in no event shall the density or building intensity so permitted on the remainder exceed the amount thereof which would otherwise have been permitted on the entire parcel if dedication of a portion thereof had not been accepted.

D. Non-Transportation Uses Within Developed State Transportation Corridors

In an area which is designated as a State Transportation Corridor and which is fully developed as a freeway or multi-modal transportation facility, an additional, non-transportation use may be allowed on vacant lands (including land located under raised freeway structures) which are offered for lease by the State. In reviewing development applications for use of such sites, the City shall give first consideration to their potential use as "peripheral parking" facilities operated as part of a "park and ride" system. Where such sites are not desired for use as public parking, other uses will be considered to the extent that they are compatible with the developed freeway and with surrounding uses. No additional use shall be allowed which contributes to deterioration of service level to the freeway, adjacent streets or signalized intersections. In no case shall a use which is a high traffic generator be permitted. Uses characterized by low human occupancy are most appropriate.

Any non-transportation use which is approved shall be visually integrated with freeway structures and shall incorporate substantial areas of high quality landscaping. Because development of these sites is unique and sensitive, it should occur only within the Planned Development process.



Parks and Recreation

SHAPING THE FUTURE

III - TRANSPORTATION DIAGRAM

The Transportation Diagram, together with Transportation Goals and Policies, and the implementation section, constitute the required Circulation Element of the General Plan. The following description of the Plan Development Process explains how the analysis of projected travel demands were modeled and how the Transportation Diagram was developed in conjunction with the Land Use Diagram. The balance of this section describes the Transportation System Components and the cost and other impacts of the system. Analysis of transportation needs and implementation of the transportation system is a continuous process.

A. Plan Development Process

As part of the citizen involvement process, which is described in detail in Section IIA, several concepts were suggested that address transportation services and the problems associated with these services. These concepts are as follows:

1. To allow travel to occur without regard to quality of travel. This concept involves the acceptance of the worst levels of congestion, thereby limiting travel to the physical capability of the system. Although this is an easy concept to implement, since it entails doing nothing, it would directly lower the livability of the urban area in terms of

increased congestion and air pollution and encroachment of through traffic into local neighborhoods.

2. To control the amount and methods of travel per household. This concept involves a public policy to reduce the number and time of trip and method of travel per household through financial controls such as: high fuel costs or taxes, fees on vehicles owned and/or parking fees for low vehicle occupancy, and fees on vehicles in heavily congested areas. This concept would require a commitment on the part of the public to modify their existing travel behavior and, in some instances, have a negative impact on lower income households.



3. To direct travel to more efficiently utilize facilities. This concept involves an orientation of land uses directed to optimize the use of “contra-flow” travel. It is an efficient method to maximize available street capacities but has limited application since most of the City is developed.
4. To provide transportation facilities to accommodate the demand for travel. This concept involves the construction of thoroughfares and provision of a transit system to carry the design mix of automobile and transit traffic. The acquisition and operation of transit systems is an integral component of this concept. This approach is efficient in terms of continuing the quality of mobility which presently exists but at a very high cost.

A second major input in the development of alternatives was certain “givens”:

1. The Plan was designed to serve a given population and density range.
2. The existing thoroughfare structure and remaining opportunities for future thoroughfares.

Based on the above, three alternatives were examined: The first alternative that was examined was a continuation of existing travel behavior, location of employment, mode usage and a moderate set of thoroughfare improvements. This input equated to few new facilities and many additional trips. The analysis identified severe congestion will result throughout the entire system.

Based on the performance of this system, it was evident that an application of either one or a combination of the concepts previously described was in order. After reviewing the goals of the community, legal requirements, policies of local, State and Federal government and agencies, assumptions, and possible funding capacities, it was determined that a combination of transportation improvements and travel controls should be the components of the second alternative. Two other factors further refined the description of this plan. One factor was that the technology implied in the plan must be achievable within the fifteen year planning period in terms of performance and implementation. (The concept of achievability was the guide for the development of the transit improvements.) The second factor was flexibility. Acknowledging that the urban environment is a fluid force that can and does change, it seemed only prudent to develop a plan that would allow the maximum amount of opportunities. (This consideration became a prime factor in the description of the thoroughfare plan and the candidate transit corridors.)

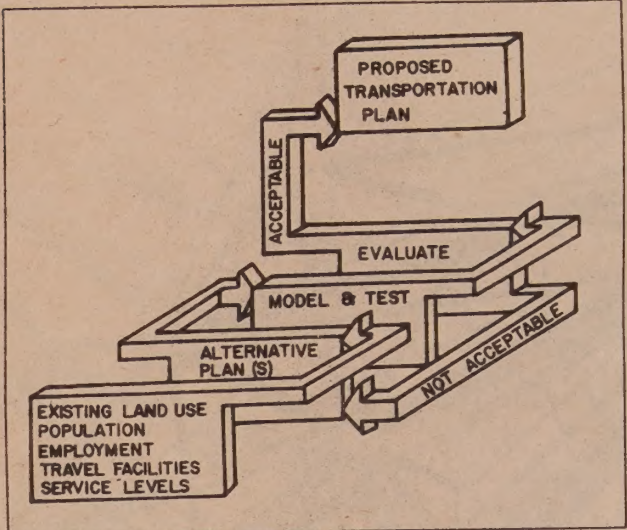
After a final assessment of the system in terms of all the considerations described above, the system was tested. This time the analysis indicated selected areas of severe congestion predominantly in the north, central, and western areas of the City. This congestion being directly related to the heavy concentration of employment originally projected in North San Jose and west Santa Clara County.

A third alternative was developed. In addition to the elements of the second plan, this plan incorporated a dispersion of the location of employment in order to promote a “contra-flow” of traffic and thereby increase the effectiveness of the existing and proposed facilities. The analysis of this alternative indicated a level of congestion that was comparable to the level of service which exists today. This alternative forms the basis for the recommended transportation plan. An illustration of the planning process, as described above, is shown in Figure 21.

Since development of the transportation plan in 1975, events have transpired to affect the land use/transportation balance. Proposition 13 reduced the City’s financial base while State and Federal funding tends to be directed to public transit; thus the City’s ability to fund priorities in response to local needs has been limited. Completion of the planned Route 85 and Route 87 freeways by 1990 is highly unlikely. Traffic congestion in the already developed portions of the City is increasing while neighborhood opposition to that increased congestion is growing.

The City Council directed the Administration to conduct a Focused Transportation Study as part of the 1980 General Plan Annual Review to evaluate the effect of these changes on the planned system and to identify corrective measures to reestablish an optimal land use/transportation balance in the Plan. The Study was completed and its recommendations, representing relatively minor Plan adjustments, are adopted and incorporated into the Plan.

FIGURE 21 TRANSPORTATION PLANNING PROCESS



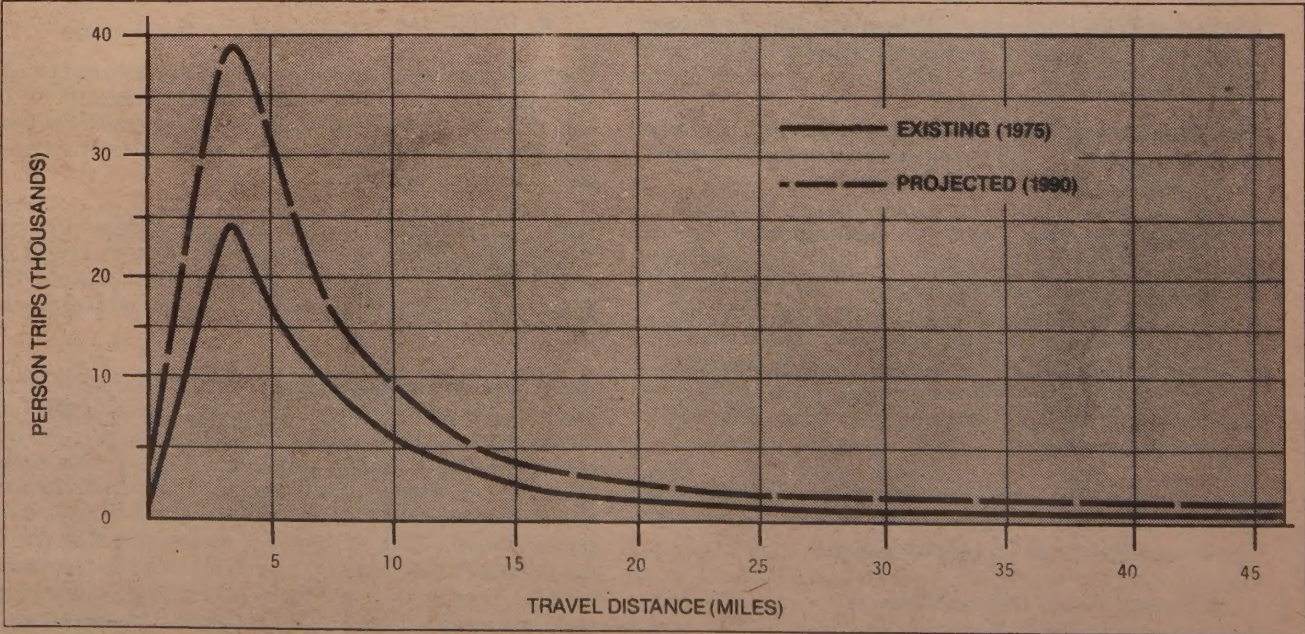
SOURCE: City of San Jose, Public Works Department, Transportation Division

FIGURE 22 EXISTING AND PROJECTED PATTERN OF PERSON-TRIPS' WITH ORIGINS AND/OR DESTINATIONS IN SAN JOSE SPHERE OF INFLUENCE

PERSON-TRIPS	1975				1990			
	P.M. PEAK HOUR		DAILY		P.M. PEAK HOUR		DAILY	
TRIPS WITHIN SAN JOSE SPHERE OF INFLUENCE	88,000	46%	1,150,000	50%	148,000	55%	1,980,000	58%
INTERCITY TRIPS (within County)	91,000	48%	1,010,000	44%	106,000	39%	1,260,000	37%
INTERCOUNTY TRIPS	12,000	6%	120,000	6%	16,000	6%	160,000	5%
TOTAL	190,000	100%	2,280,000	100%	270,000	100%	3,400,000	100%

Source: City of San Jose, Public Works Department, Transportation Division
a. Data based on City of San Jose Travel Model

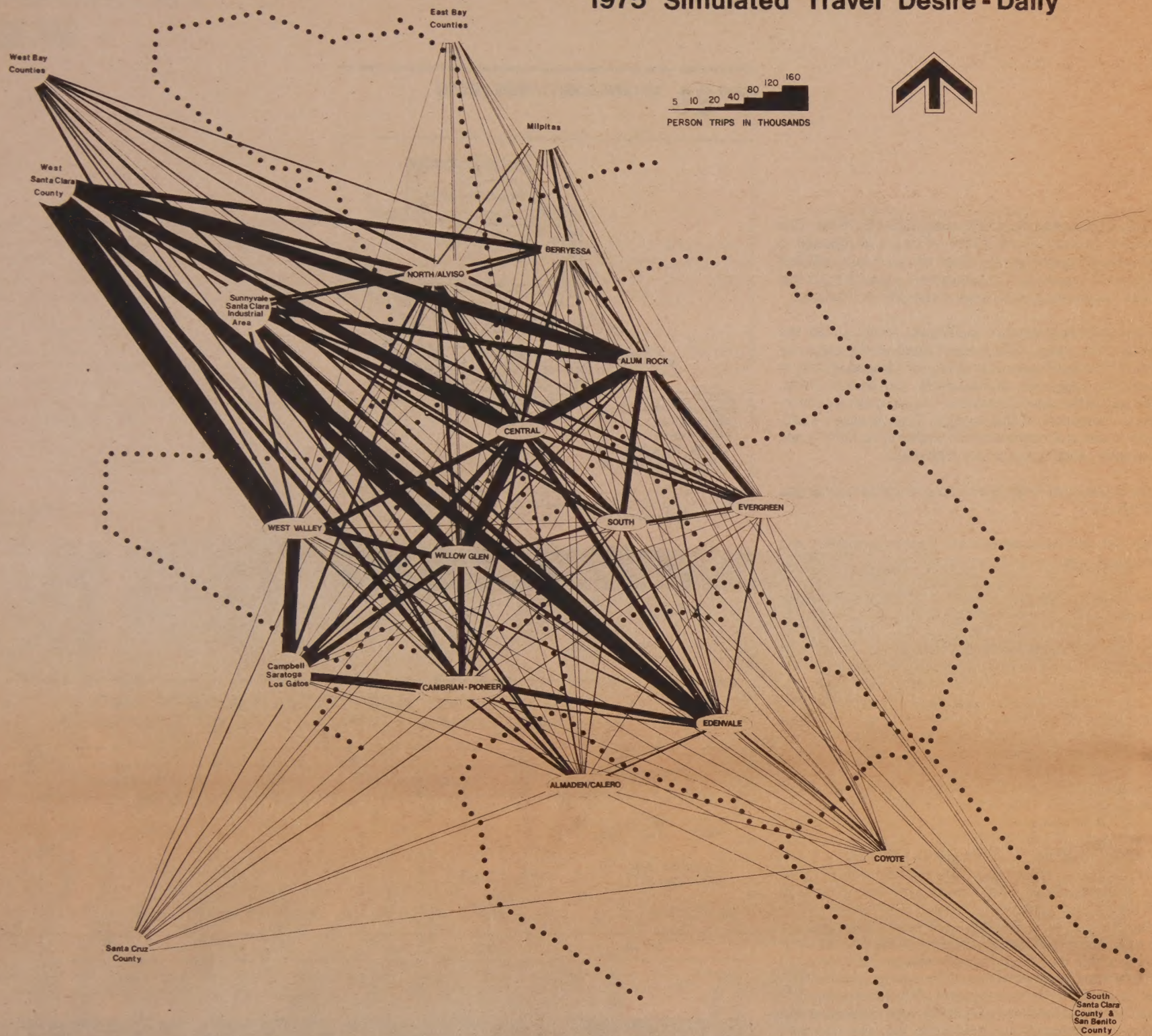
FIGURE 23 TRIP LENGTH FREQUENCY OF PERSON TRIPS DURING THE P.M. PEAK HOUR TRAVEL PERIOD



SOURCE: City of San Jose, Public Works Department, Transportation Division

SHAPING THE FUTURE

1975 Simulated Travel Desire - Daily



B. Transportation System Components

1. Thoroughfares

a. Key Findings

Number of Trips During the peak hour of travel, the number of trips generated within San Jose will increase by 72%; from 190,000 in 1975 to 327,000 in 1990.

Trips that Remain in San Jose A greater percentage of trips generated in San Jose will remain within the City. As a result, the average length of trips will decrease.

Trips that Leave the County It was estimated that the percentage of trips that are generated from the City and leave the County will remain approximately the same as that of today (five percent daily). However, these projections, which were extracted from a regional model, were based on a much lower employment growth in the San Jose area than that projected in GP '75. If the projected employment in the San Jose area is realized, the percentage of inter-county trips will be less than five percent.

Travel Patterns The existing random dispersion of travel will continue to be the predominant travel pattern through 1990 (See Travel Desire and Trip Demand Maps).

b. Use of Travel Right-of-Way

The dedication and improvement of street (travel) rights-of-way are designed to provide proper access to the land and mobility throughout the City in a manner that is consistent with the public safety, convenience, and general welfare. However, in addition to its primary function as a corridor for person travel, public safety vehicles (fire trucks, ambulances, and police vehicles), and goods movement, the street right-of-

way also functions as a corridor for sewage, drainage, utilities, and communication lines. An awareness and appreciation of the versatility and adaptability of the street right-of-way is basic in the design of the 1990 travel rights-of-way system. The illustration in Figure 24 shows the existing and possible future use of City travel rights-of-way.

c. Definitions

The following definitions of thoroughfare system components are consistent with the San Jose subdivision regulations. The land service function, mentioned below, refers to the provision of access to abutting property as this concept applies to the subdivision regulations.

Multi-modal Transit Corridor A facility designed to accommodate several different travel modes, such as transit and automobile travel. In general, such a corridor provides little land service function and is primarily concerned with the task of travel movement.

State Transportation Corridor A facility designed to accommodate several different travel modes, such as transit and automobile travel. In general, such a corridor provides little land service function and is primarily concerned with the task of travel movement. In the event the California Transportation Commission and CALTRANS should act to delete these routes from the State system, this designation shall provide for a 130 foot wide right-of-way multimodal transportation corridor, providing for development of transportation potentially including, but not limited to major arterial/expressway roads, busways, light rail, bike paths, equestrian trails and pedestrian paths.

Transit Corridor A travel right-of-way that includes special transit facilities such as reserved bus lanes, rail lines, (existing and/or future), or guideways that serve a high level of travel and provide selected access to the adjacent land.

Transit mall A street or streets improved for pedestrian use while retaining a roadway, reserved primarily for buses, light rail (street cars) and service vehicles but not necessarily excluding automobiles.

Freeway A facility devoted entirely to the task of traffic movement performing no land service function. It has full control of access and separation of all conflicting traffic movement.

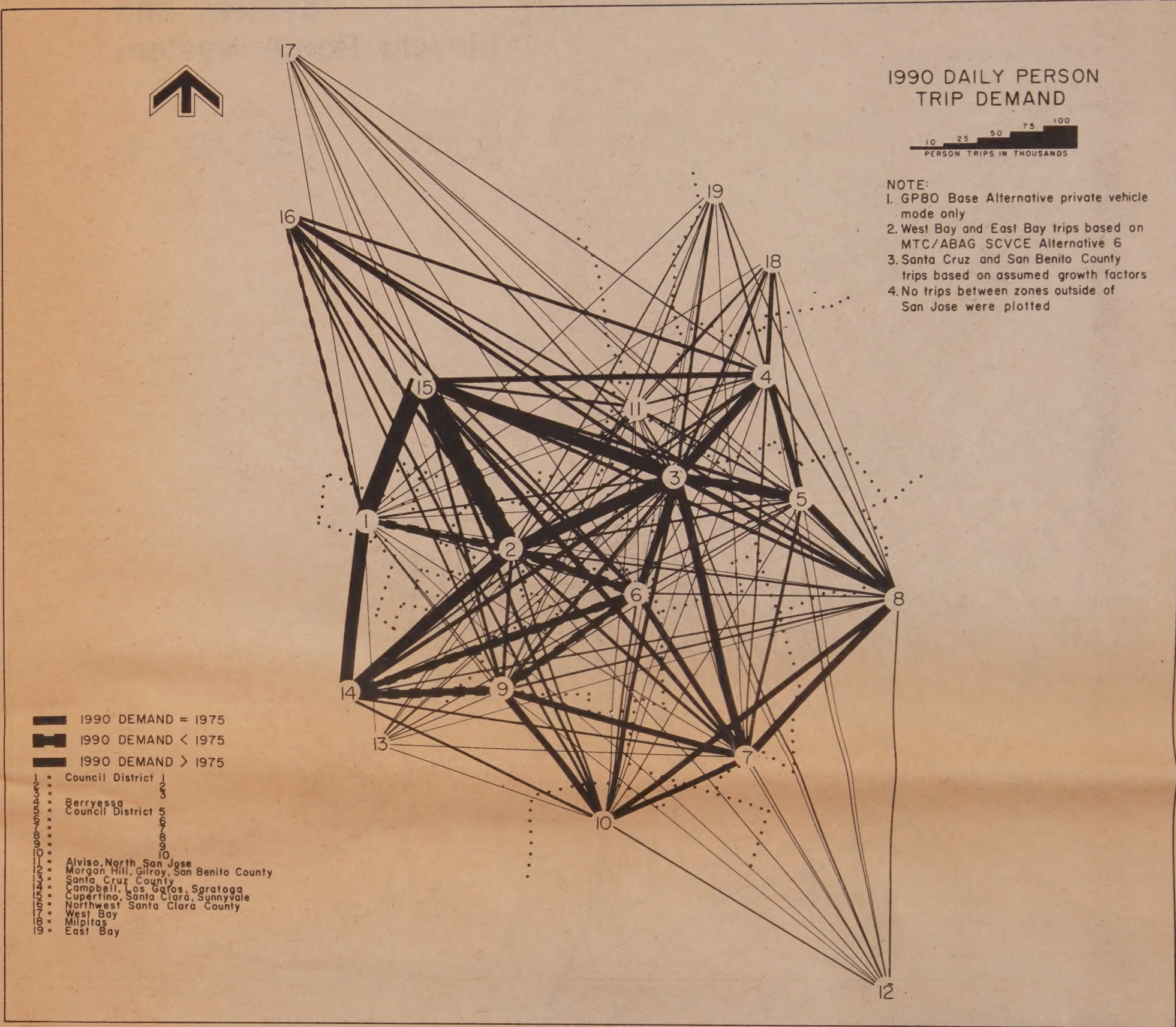
Expressway Facility devoted to the task of traffic movement performing little land service function. Generally divided with some grade separated interchanges, some intersecting streets not carried across the median and remaining intersections controlled by signals. (Note: State Highways considered in this category).

Arterial (Major Street) A facility which accommodates major movements of traffic not served by expressways or freeways. Designed mainly for through traffic, but also normally performs a secondary land service function. Abutting property has access to the facility; parking and loading may be restricted or prohibited to improve capacity for moving traffic.

Major Collector A facility which serves internal traffic movements within an area and connects this area with the major arterial system. It does not handle long through trips but performs the same land service function as a local street. Traffic control devices may be installed to protect or facilitate traffic on a collector street.

Local (Minor Street) A facility having the primary function of providing access to immediately adjacent land. Local streets may be divided into sub-classes according to the type of land it serves such as residential and industrial.

TRANSPORTATION
DIAGRAM



2. Public Transit

Presently there are communities in the United States similar in size and density to San Jose that provide public transit to serve a relatively high percentage of journey to work trips. Although there appears to be a strong correlation of transit usage to high development density and very heavy population concentrations, well-planned public transit programs can successfully serve a lower density population such as ours.

Future transit improvements must be responsive to the different characteristics associated with both shorter and longer distance trips. Service for the shorter distance trip or local service, must be adaptable to the existing investments in streets and compatible with the adjacent land uses. In addition to these characteristics, service for the longer trip or corridor service must provide a relatively direct route between origin and destination at a relatively high speed.

Based on its availability, adaptability, and performance characteristics, the bus will be the primary mode of transit for local service. County Transit is planning an expansion of bus service through the mid 1980's to a fleet size necessary to place 80% of the County's population within one quarter mile of the local bus system. Planned total fleet size (also 1990 ultimate) by 1985 is 750 buses and the planned peak-hour deployed fleet will triple from 200 vehicles in 1975 to 600 vehicles in 1990. At the same time, average vehicle size is increased. In 1975, 25-seat coaches formed the bulk of the fleet while in 1990 the fleet will largely consist of 47-seat and larger capacity articulated coaches. In addition, it is current Transportation Agency policy to expand peak-hour service and, particularly, express service.

There are several technologies available to serve the need for corridor transit service. These include fixed guideway transit,

FIGURE 24 EXISTING & POSSIBLE USE OF CITY TRAVEL RIGHTS-OF-WAY

Location in Right-of-Way	Existing Use	Possible Future Use
Above Grade	None	Exclusive Transit
At Grade (Surface)	Utilities, Exclusive Bike (0-20%) General Vehicles (Auto, Truck, Bikes, & Buses) (50-80%) Pedestrian (20-30%)	Existing plus Exclusive Transit
Below Grade	Utilities	Existing Plus Exclusive Transit

Source: City of San Jose, Public Works Dept., Transportation Division.

both heavy and light rail, and the priority treatment of buses, busways and high occupancy vehicle (HOV) lanes. The applicability of these technologies is being pursued on a countywide level.

Irrespective of the type of technology in the corridor, the determination of the corridor itself should be based on the considerations below:

1. Provides an alternative to trips otherwise using streets operating at a level of service "E".
2. Provides a direct route for a significant number of person-trips which are greater than ten miles in length.
3. Provides access to major industrial, business, civic, and educational facilities.
4. Does not constitute an obvious barrier and/or disruption within a neighborhood.

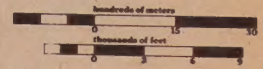
An immediate need in the development of future transit corridors is the preservation of necessary right-of-way. (See Candidate Transit Map).

The distribution of person trips by length and purpose indicates that a demand for both local service (less than 10 miles) and corridor transit (greater than 10 miles) will exist. During the PM peak hour, approximately 70% of the trips will be less than 10 miles in length, 22% of the trips will be 10 to 20 miles in length, and 8% of the trips will be greater than 20 miles in length. (See Desire Line and Trip Demand Maps).

Legend

- Multi-Modal Transit Corridor
- Exclusive Transit Corridor
- Bicycle Lane
- Bicycle Route
- Bicycle Path

Candidate Transit Corridor System and Bicycle Route System



of residential development. Additionally, current and projected market conditions indicate that the home buyer overwhelmingly prefers the single-family detached home. While costs of housing have rapidly increased, the broad market appeal of single family homes has not diminished. Alternatives utilizing other forms of development such as clustering and higher densities, are not achieving any major market impact in San Jose. It appears that these trends will continue, at least in the short term, resulting in the development of smaller single-family homes with fewer amenities on smaller lots.

b. Commercial

Commercial development is well established and, with the exception of major outlying areas, most commercial developments have been programmed or are already developed in San Jose. Commercial developments traditionally rely on established and well-programmed development. Due to decreased demand therefore, commercial development has declined in recent years. Additionally, development and marketing difficulties have lead to bankruptcy by large department store chains resulting in significant vacancies in many shopping centers. Except for the urban fringes, this large amount of unused commercial development, plus the available supply of commercial zoning within the urban area will accommodate new demands for commercial development. Large attractors, such as regional centers, are not anticipated. This limitation on feasible commercial and residential growth will preclude commercial development from fostering any major new growth within San Jose.

c. Industrial

The potential impact of industrial development contrasts with residential and commercial trends. Projections indicate that San Jose can be expected to capture a greater and greater portion of the industrial base in Santa Clara County. Traditionally, industrial development has occurred in the north County but recent trends, as well as an almost complete exhaustion of northern developable land, have accelerated development to the southern portion of the County. San Jose has a policy of aggressively promoting industrial development to strengthen its tax base. This promotion will lead to increased development of industrial properties in San Jose which should continue to increase at accelerated rates into 1990. Industrial development will provide the employment base for more of San Jose's residents to work within the City, thus reducing the large number of work trips to the north County. Since the available supply of residential land will not accommodate the potential employment generated from the industrial growth, the deficiency is expected to be alleviated by residents leaving from employment elsewhere as well as by residential development being accommodated in nearby cities.

The net result of this development will be a reversal of San Jose's existence as a bedroom community to a more balanced City which provides both housing and work for its residents. Industrial development will not create growth for growth's sake, but rather will respond to the economic needs of the community.

Countywide industrial growth projections and policies may lead to eventual housing shortages throughout Santa Clara County. This potential shortage could have the effect of inhibiting industrial development if a sufficient labor force is not available to these new industries within the employment region. This dilemma must lead to a re-evaluation of the housing and industrial development policies by all the cities in the Santa Clara Valley.

■ 3. Impact-City Growth and Maturation

Growth, in terms of the 164,000 persons and hundreds of acres of industrial development, can only be analyzed in the General Plan for primary impacts. The transformation of the remaining land will finally alter most of the last remaining natural environment within the urban area. However, no matter how undesirable, one must recognize that this transformation has been occurring for more than one hundred years. In fact, the agricultural orientation of the valley represented an alteration of the natural grasslands that existed before the area became subject to western settlement. One must, therefore, view this continuing transformation versus our ability to support an urban population without irreversibly altering the overall balance of nature.

If industrial growth occurs at the proposed rate in San Jose and cities in the immediate region, a severe housing shortage will occur in San Jose as well as the region.

The assumptions made regarding the potential for various forms of City growth and the manner in which the General Plan promotes these uses, represent a limited continuation of existing land use pressures and trends in development for those areas designated for residential and commercial usage. Those lands proposed for industrial development have been so designated based on the need for an expanded industrial tax base as well as the need to reorient present trends in work trips.



FOUNTAIN ALLEY - Community Development

The concept of maintaining primary trends of residential and commercial development might appear to continue past forms of urban sprawl and its relatively severe environmental impact not only in the manner by which land is transformed, but by the amount of resources that are continually needed to maintain this urban form. For example, large amounts of street area need to be maintained; the high degree of auto orientation usually results in high levels of gasoline consumption, air pollution and traffic congestion; typical single-family housing designs remain as energy inefficient residential habitats. However, except for south Evergreen and portions of Edenvale, this dominant trend will shift to multi-family projects to accommodate higher densities necessary to achieve the planned population level.

Continued development of single-family dwellings would necessitate expanding the urban area to accommodate the additional population. This expansion would probably extend into the Coyote Valley. The severity of that impact would be described in terms of capital cost and alterations and requirements to alleviate flooding, provision for transportation, significant decreases in relative air quality, as well as a loss of valuable agricultural land. (Additional impacts related to development of Coyote are discussed in the "Alternatives" Section.)

Pressures for urban growth will continue after 1990. If in the future or after 1990, there is to be an increase in container size and holding capacity, a variety of objectives must first be accomplished. These objectives would include solutions to provide for necessary facility and service funding levels, solutions to socio-economic problems, advances in methods of moving people and goods, solutions to waste management problems, methods to protect resources and the environment, and achievement of economic balance with proper locational relationships between industrial sites and the residences of employees. The foregoing objectives should be attained well in advance of continued expansion of the City beyond the planned 1990 optimum population and urban container.

Reversal of the trend for single-family development, while creating some additional usage on City streets as well as demands on existing City services, could not be equivalent to that demand generated by suburban expansion. Urban densities would still be well within a range of compatible uses to maintain the character of this community. Secondary benefits of the higher densities would also be reflected in better utilization of primary governmental facilities and services such as mass transit systems, police and fire services and cultural facilities such as libraries, community theaters, etc. Full development of these residential districts will provide a necessary basis for the City to begin maturing to a community with its own character and identity which has never really been possible before because of the heretofore huge annual influx of new residents.

■ 4. Air Quality

Air quality, already a significant problem due to the numbers of days we exceed air quality standards in San Jose will, in the short term (2-5 years), improve but then continue to become more polluted as the San Francisco Bay Area becomes more urbanized. While the level of auto emissions generated within the City will remain at about the same levels, this will occur as a result of improved auto emission controls. Since the BAAPCD predicts higher emission levels for San Jose and the entire Bay Area, one must assume that the overall problem of poor air quality will become increasingly worse, with a greater number of days in which air quality standards are exceeded.

A major factor necessary to improve our air quality is related to the City's ability to regulate the amount and duration of automobile usage within San Jose. A reduction of average trip distance would contribute to a reduction in auto emissions, and is a benefit of the General Plan. Increased residential densities near the central parts of the City will also contribute to a reduction in emissions and auto usage on a citywide basis.

However, alternatives to this General Plan could drastically alter these emission levels. The "no growth" alternative, if successfully implemented, would stabilize the population level. Even without transportation controls, improved auto emissions would greatly reduce localized carbon monoxide levels. If other cities northerly of San Jose were to adopt similar pollution transportation controls, pollution levels might greatly improve. But if they grew at projected levels, San Jose would probably not realize significant reductions in pollution levels. This would occur because most air quality studies indicate that the dominant northwesterly wind currents transport pollutants generated north of San Jose. While San Jose's residents would only minimally benefit, the residents of Morgan Hill and Gilroy and south valley might observe improved air quality conditions.

Overall air quality conditions could receive even more improvements if certain limited growth were to occur in southern portions of the City. Industrial development in these areas would (in the long term) draw employees from the surrounding area.

The "high growth" alternative would present very serious problems to the City. Carbon monoxide levels would dramatically increase, not only due to the increase in VMT, but also because of the increased congestion in our circulation system. This overall increase in emissions would make the City increasingly unsafe for the very young and the very old as these are the people who are most affected by poor air quality. Economically, the cost of this growth might prove even more undesirable as these increased pollution levels might force greater and more restrictive transportation controls by the Federal government. Thus, commercial and industrial activities would be limited in their ability to operate and compete with other industries.

It appears inevitable that transportation controls will eventually be implemented in our air basin. While we will continue to rely on the automobile in developing our City, we will promote a use which will become increasingly costly (in terms of dollars and energy) and inconvenient when it becomes necessary to limit use of the automobile. Our circulation system and resultant land uses are so well established that it will become increasingly difficult to provide alternatives which could be implemented without significantly altering our current lifestyles and economic livelihood.

To date, all air quality standards in our air basin are based on compliance dates. The active deadline is 1977 and cannot be achieved. Congress is now amending the Clean Air Act for compliance by 1985. Growth trends after 1990 project decreasing air quality. However, new technology and changes in life style, economic and social changes could change this trend.

■ 5. Energy

As discussed above, most of the urban development which will exist in 1990 is already in existence. For this reason, the basic character of the City and the energy consumption patterns implicit in that urban form have already been established. San

Jose residents in 1990 will continue to depend on the automobile as the primary transportation mode and will, for the most part, live in single-family detached homes. For this reason, per capita energy consumption patterns in 1990 will probably not be substantially different from today's. Several factors should, however, contribute to some reduction in energy use.

Factors such as the price and availability of foreign oil, the limited supply of non-renewable resources, and the amount of conventionally-generated electrical capacity cannot be directly affected by the City. As these factors continue to make energy consumption more expensive, consumers will look for ways to use energy more efficiently, resulting in a decrease in energy consumption per capita. While future development will increase the total amount of energy consumption in the City, the proportional increase will not be as great.

The goals and policies contained in this Plan will also have a positive effect by encouraging more efficient use of energy. Policies encouraging higher residential densities and infilling and limiting future expansion of the urbanized area will result in more efficient land use. Policies and design guidelines which promote the use of public transit and other alternative transportation modes will reduce energy consumption in the transportation sector. Also, the Plan's policies and recommended design guidelines will enable individuals to use renewable energy sources in their homes or businesses. These policies will have the effect of reducing per capita consumption of nonrenewable energy resources. The benefits of this change are several: greater security from foreign oil embargoes, reduced environmental damage, protection of limited resources, greater local control over energy supplies, additional funds available for investment in the local economy, and a reduced possibility for major disruption from energy scarcity.

Development which would occur in the absence of the General Plan would probably result in a higher 1990 population, resulting in a higher level of total energy consumption. Also, new development would not be as energy efficient as that resulting from the General Plan's policies, so the 1990 energy consumption per capita would also be higher. Therefore, the development projected by General Plan 1975 is expected to consume fewer non-renewable energy resources than would development occurring without the Plan.

B. Any Adverse Environmental Effects Which Cannot be Avoided if the Project is Implemented

Hillside Development

The hillsides perform critical life supporting functions, accepting water which falls, holding it briefly, and filtering it as it finds its way into the aquifers. If favorable watershed conditions are maintained, water is held by the watershed long enough to prevent flooding, and conveyed, mostly underground, to the aquifers. San Jose's primary water supply comes from this source. If the watershed is not in good condition, not only is runoff rapid with high flooding potential but topsoil is lost, causing permanent damage.

Hazards are present in the hillsides to people and structures on certain sites, in nearby areas, and on the valley floor. These include extreme fire hazard, flood, mudslide, erosion and deposition hazards due to degradation of the watershed; reduction in water quality and quantity as a result; and landslide, soil creep, liquefaction and fault displacement hazards in specific areas.

Septic tanks, located in areas which drain into reservoirs, can cause contamination of these waters if they are not properly controlled. Reservoirs in the Santa Clara Valley are used almost entirely for groundwater recharge.

The hillsides are not needed within the time frame of the Plan to accommodate the projected increase in population as alternate sites are available.

The primary importance of the hillsides is in watershed value, an almost inestimable value due to the irreplaceable nature of this function, and the flood protection which accompanies it. The selected use of the hillsides for low intensity agriculture is entirely compatible with this function. Most importantly, the hillsides are not needed within the time frame of this Plan to accommodate the projected increase in population as alternate sites are available.

Higher density alternatives (1-5 units/ac) and holding capacities are not proposed on the basis of geotechnical information prepared for the Seismic Safety Element, and on future cost implication (both capital and operating) discussed in the *General Plan Fiscal Analysis*. With this generalized data, the need for limited development appears as the only reasonable method of protecting the population and the City's fiscal stability. In any case, clustering should be promoted and development allowed only after a thorough geotechnical and

environmental analysis indicates that construction is feasible and no measurable alteration to the natural ecosystem will occur.

(The requirements for this section are also included in A above, and in C and F below.)

C. Mitigation Measures Proposed to Minimize the Impact

The General Plan, as a project, has already been subjected to a review process whereby various environmental concerns became integrated into the Plan during its formation stages. Both the G.P.'75 Coordinating Committee as well as the City staff, became mechanisms for input of environmental concerns. The extent to which these concerns were integrated is demonstrated in the following sections:

■ **1. Optimum Population**

For determining ultimate city form and size, the General Plan '75 Coordinating Committee was presented with a series of population levels, container sizes, and transportation concepts to choose from. The ultimate choice was a "Moderate Growth: population (795,000) within the valley floor, excluding the Coyote Valley. This choice contrasted with other alternative populations including "No Growth" (643,000) to "Maximum Growth" (1,036,000) as well as containers including Coyote and the entire sphere of influence of the City. The "No Growth" proposal was considered unfeasible, while the "High Growth" selected in this proposal involved a major change of commitment from the 1966 General Plan which proposed as a "low range" 1.4 million people by 2010 A.D. A more detailed discussion of optimum population occurs in the Land Use Diagram section of the "Plan Development Process."

■ **2. Development Requirements**

a. Geologic

The General Plan preparation included a specific study to evaluate geologic constraints versus desirable land uses. These studies resulted in numerous changes in the General Plan to reflect these constraints. Areas of risk, including liquefaction, landslide, and soil creep zones were utilized to reduce densities to appropriate levels. In any situation regarding geologic hazards, a land use designation in a geologically sensitive area will not be considered by the City until geologic investigation can safely justify development of the land.

b. Transportation Policies

See Section Three, III for a complete discussion of both the impacts and mitigation considered in the General Plan.

c. School Impaction

The existing *Measure B* ordinance requiring developers to provide temporary facilities to impacted school districts is, for the most part, effectively controlling past overcrowding of local schools.

d. Residential Development

The general plan policies under 2. Community Identity, 3. Neighborhood Identity, 4. Balanced Community Section Three I. A. and Section Three I. C. Community Development provide extensive mitigation for various impacts discussed under these policies.

e. Social Impact Mitigation

The Economic Development, Transportation, and Housing policies in Section Three, I. C. Community Development address major adverse social impacts related to such major concerns as providing housing for all income levels, providing a parity of jobs and resident workers, and developing a growth management strategy relating economic development to population and residential growth.

f. Energy Consumption

The General Plan includes a number of policies designed to reduce energy consumption. Most of these policies are found in Section Three, I.B. Environmental Management and Section Three I.C. 6. Community Design. Other policies throughout the text encourage efficient use of energy and the use of alternative energy sources.

D. Mitigation Measures Which Are Not a Part of the Plan

The following mitigation measures are not a part of the general plan. They either occur as part of City policy or ordinance not appropriate to the general plan or they are included as potential mitigation measures for inclusion in the general plan.

■ **1. Optimum Population**

a. Population Controls-Land Regulation

Zoning and subdivision controls will provide the mechanism for promoting population levels in conformance with the General Plan. The City has a history of discouraging and generally not approving zonings not in conformity to the General Plan. State law prohibits approval of land subdivisions not in conformity with the General Plan.

b. Population Control-Economics

The current state of the national economy has significantly altered the economics of local government. Economic constraints related to high cost of capital improvements, as well as maintenance, will continually constrain the City from even achieving the 1990 land uses and population projections. Unless the constraints on the national economy greatly improve and voters begin to support tax increases and bond programs, San Jose will either have to choose developing without normal services, providing for a "pay-as-you-grow" method of financing, or further limiting its growth.

■ **2. Development Requirements**

a. Transportation

Policy controls such as the Almaden Development Policy and the Evergreen Development Policy, can provide an important means for completing necessary links in the transportation system which are not now adequately funded. Potential circulation problems related to site specific development have always been handled at the time a project develops. Successful completion of the transportation system is dependent on Federal, State and County financing of freeways, expressways and transit, not all of which are funded. Without a program to appropriately phase development in areas needing transportation improvements, service levels will fall below city standards resulting in time delays, inconvenience, traffic congestion, and increased levels of air pollution to the citizens using these routes.

b. Air Quality

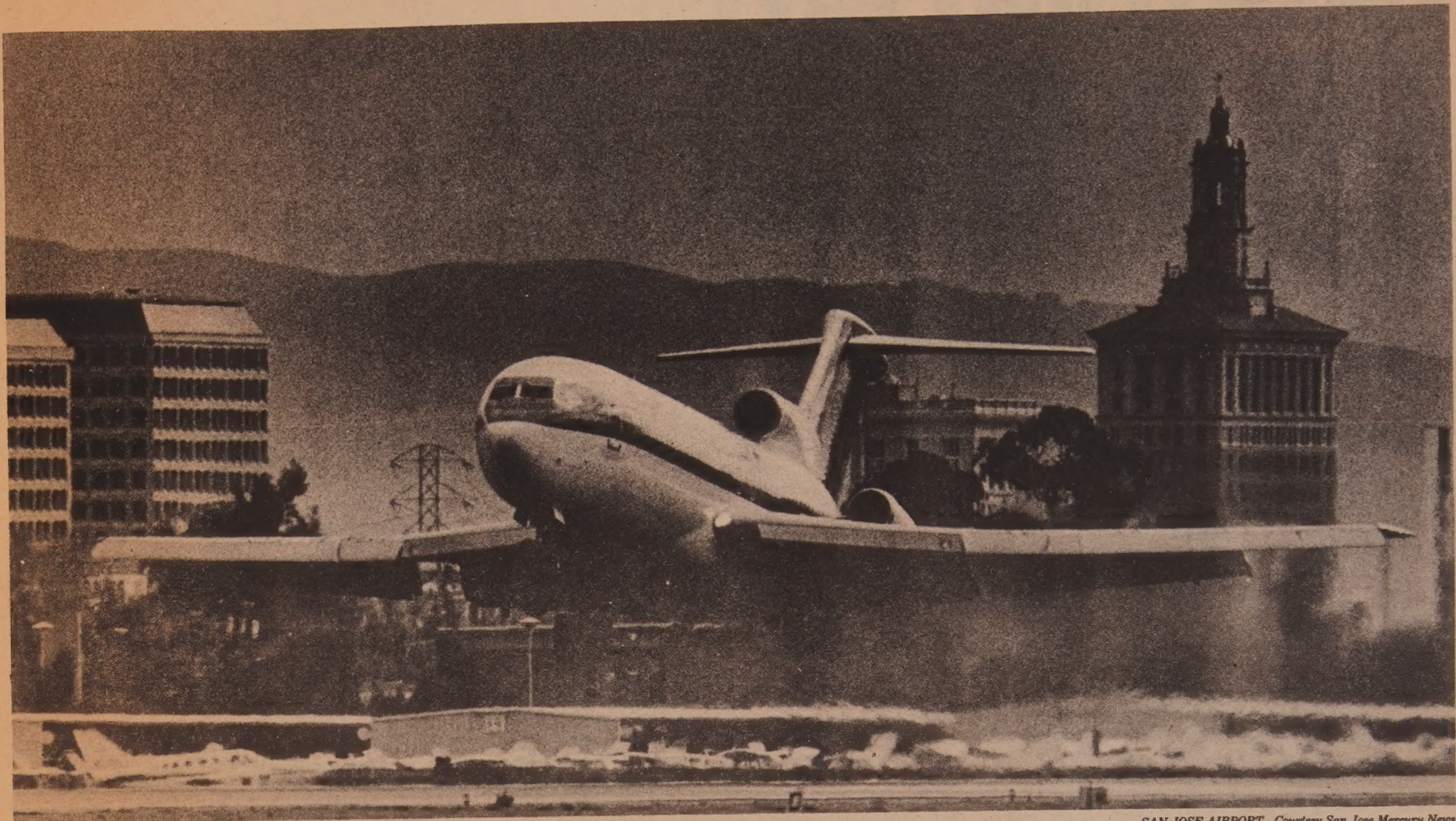
Previous efforts by the Federal government to improve air quality by limiting or controlling auto usage have not been enthusiastically received by local governments. Current Federal regulations will soon require that local and regional governments design their own land use and transportation plans and controls to improve the air quality for the Bay Area. The time frame of this local air quality planning prevents inclusion of any quantitative recommendations for improved controls. However, the current state of the art indicates that, with additional data and research, the following changes in local land use planning may be necessary.

- Site Specific Design:

Carbon monoxide, one of the principal emittants of the automobile, becomes a major problem in areas of high concentrations of auto usage. As a result, major trip generators, such as shopping centers, will need to be designed to increase air dispersion or reduce auto usage. Land surrounding major intersections in the City with high levels of congestion may no longer be suitable for intensive urban uses.

- Downtown Core Area:

Auto usage and congestion, and the resultant air quality problems, could also affect development and redevelopment of our urban core. Mitigation measures would include reduction of through traffic, relocation of all day parking to the periphery, increased reliance on mass transit, as well as economic disincentives to private vehicle parking. Except for the discouragement of through traffic and promotion of peripheral parking, most of these control mechanisms would discourage downtown automobile usage. Mitigation should begin at the earliest possible stages to avoid arbitrary Federal mandates.



SAN JOSE AIRPORT - Courtesy San Jose Mercury News

• Long Term General Planning:

From an aesthetic perspective, San Jose was an ideal place to begin a city. From an air quality perspective, climatic influences make San Jose an undesirable place to continue an urban community. (Reference Figure 15). Pollutants which ultimately affect this community are generated throughout the Bay Area calling for a regional solution to land use and transportation planning which does not degrade the air quality of the entire San Francisco Bay Area.

c. Residential Development

The proposed requirement submitted by the Measure B Task Force for determining whether or not a residential project could produce a “net benefit” to the community is, in concept, the first real means of evaluating the desirability of residential growth. Since the specifics of the “net benefit” process have not been developed nor subject to public review, it is not possible to evaluate the effectiveness of the process. But, as the Task Force stated, “Providing essential and necessary public facilities and services in new residential areas as they develop will cost money that is likely to be reflected in higher costs for new homes. However, new areas should not become a liability on the whole city by causing a decline in police, fire, recreation and other service levels already at undesirable low levels.”

d. Social Impact Mitigation

An effect of the “Moderate Growth” City Form is to limit new residential growth, which in turn results in decreased housing opportunities for low income persons as competition for housing increases. City, State and Federal housing programs and policies, to the extent they are backed by sufficient funds, will mitigate this particular problem.

Economic Development policies call for new industrial employment efforts to retrain and recruit low-income residents who may have been forced out of agriculture-related employment as a result of urban growth. Local manpower training agencies are skilled in accomplishing this particular retraining.

Shorter distances and more readily available home-to-work transit facilities proposed in the Plan will also assist those who have limited mobility, making all services and amenities more readily available to them.

e. Energy Conservation

The General Plan contains specific policies intended to promote energy conservation and the use of renewable energy sources. In addition, many of the other General Plan policies also encourage conservation, even though energy use was not the primary basis for their adoption. For example, the policies to encourage higher densities and downtown revitalization will promote a form of land use which is more energy efficient than that which might otherwise occur. Energy conservation will be one of the policy objectives considered in evaluating potential amendments to the Plan.

Additional mitigation should occur through the development of an energy management program to carry out the General Plan’s energy policies. This program will consist of specific implementation measures directed to various sectors of energy consumers and to existing and new development. The program’s initial focus will be on de-regulation – revising or removing existing requirements which pose unreasonable barriers to energy conservation or the use of alternative energy sources. Other measures to be evaluated will be educational or will provide incentives for more efficient energy use. Mandatory measures would be considered for adoption only after thorough investigation of their costs and benefits and extensive community involvement, and when they would result in clear community benefits not achievable by other measures. The implementation of this program will carry out the General Plan’s energy policies, will enable the City to use energy more efficiently, and will reduce the City’s reliance on non-renewable, non-local sources of energy.

E. Alternatives to the Proposed Action

(The requirements for this section are included in “Land Use Diagram,” Plan Development Process section.)

F. The Relationship between Local Short Term Uses of Man’s Environment and the Maintenance and Enhancement of Long Term Productivity

Urbanization, which occupies virtually all of North Santa Clara County lands, is not likely to be reversed or returned to agriculture. Recognizing the value for open space as well as agriculture of the highly productive lands which remain undeveloped, San Jose’s Urban Development Policy provides a means whereby further consumption or impact on this valuable asset is deliberately considered.

The General Plan, while providing for short term or immediate urban development, attempts to bring about maturity and those characteristics which should accompany this state, such as identity, balance, and sense of responsibility towards conservation and the quality of life. Future resources and productivity hinge upon public commitment and governmental action toward these goals.

The long term Community Development policies, combined with the Transportation policies, will increasingly conserve energy as distances between home to work decreases, contra-flow increases, and population density increases; all continuing to enhance public transit with its energy advantage and bonus of air quality improvement, especially if continued governmental regulation of auto emissions is not diminished.

It is important that policies contained in the General Plan be continually evaluated and reconsidered in light of contemporary values and needs of its citizens. Judgments have been made among alternatives which now are required to be considered and adopted. Any alteration must be balanced with the fundamental goals of the Plan.

G. Any Irreversible Environmental Changes would be Involved in the Proposed Action should it be Implemented

To the extent the General Plan allows urban development, it contributes to adverse impacts which are irreversible, and cumulative by requiring consumption of finite resources, including various forms of energy, valuable soils and minerals, water, flora and fauna.

Life support areas such as prime soils and percolation areas, when built upon, are for all intents and purposes subtracted as resources. Mining and using gravel deposits for concrete and construction are irreversible activities. The construction of thoroughfares to fringe areas commits continuous and irreversible energy use.

Examples of the above are found throughout the Plan as the result of long standing practices of urban development covering percolation areas and prime soils as well as rock removal. The particular charm of what once was described as “Garden Valley”, with its aptly named Blossom Hill Lane, renowned for its spring vistas of prune, apricot and cherry blossoms, has been irretrievably lost.

Consequences of the above irreversible changes require importation or reuse of water, shifting of agricultural production to other areas, and importation of gravel to an increasing extent.

All forms of pollution will require increasing attention as urban development continues. While air, noise and water pollution are mitigable, the increased “heat island” effect on the local climate, while not critically significant, should be recognized as essentially irreversible.

The ongoing shift away from agricultural use of land will continue the trend of decreased opportunities for low-income, or under-trained persons, because of the reduction in labor intensive operations of an increasingly sophisticated industrial base. No change in this trend can be anticipated.

These impacts must be compared and balanced against man’s needs for enjoyment and survival which contradictorily requires that resources be both conserved as well as used.

H The Growth-Inducing Impact of the Proposed Action

(The requirements of this section are discussed under A above).

I. Organizations and Persons Contacted

(See the Citizen Participation Appendix).

CARRYING OUT THE PLAN

I-IMPLEMENTATION CONCEPTS

From its inception, the GP'75 program has been considered in two phases: planning and implementation. The first phase is completed with the adoption of the General Plan, representing the consolidation and updating of the mandatory general plan elements into one comprehensive plan. The second phase begins with the recommendations incorporated in this section which describes general concepts of implementation and, more specifically, some of the techniques and methods to be used. Although the General Plan is not an implementation program, it establishes the goals, policies and objectives for the continuous process of implementation.

From the comprehensive perspective of the General Plan, much remains to be done to develop and improve the City in the years ahead. Future needs can appear staggering unless tempered by recognition of what has already been accomplished. The Measure B Task Force report stated it very concisely: "Most of our future city is already here." This theme runs throughout this Plan and is evident in this implementation section by the emphasis given to maintaining and improving the quality of urban life and environment.

A. Fiscal Crisis

The years ahead will probably require continued financial "belt-tightening" on the part of municipal and other levels of government. The current mood of the country reflects a critical assessment of how much citizens are willing to pay for government and of what services and functions are appropriate from government versus the private sector. This situation may, in fact, result in a lag in projected growth levels and the deferral of some recommended actions beyond 1990. This challenge calls on the ingenuity of citizens and City officials to

improve efficiency and find alternatives to meet ever increasing service needs or even to maintain present levels of service.

B. Urban Maturity and Conservation

Cities develop, age and change over time requiring changes in policies, in development regulations and procedures, in the provision of services and facilities. The gradual change in orientation from rapid growth to stable growth is reflected throughout the implementation proposals. Certainly the needs of new population are important, but the existing needs of City residents, particularly basic health and safety needs, are a very high priority.

The City will be faced with increasing costs of maintaining and operating aging municipal facilities in addition to other cost increases. There is a need to begin now to consider ultimate replacement costs of some existing facilities and consider creation of a reserve fund for such replacement. Continued emphasis on infilling the Urban Service Area is necessary to maximize the use of existing municipal facilities.



DOWNTOWN CONSTRUCTION - Sharon Hall

C. Growth Managment

The GP'75 process has developed a keen awareness that the rate, type and location of urban development directly impacts municipal costs for both capital facilities and operating services. All other things being equal, there are fiscal limitations on the kind and amount of growth the City can afford. Many implementation proposals are intended to develop and maintain the information needed by City Council and Administration to effectively manage growth in the best interests of the citizens and taxpayers of the community. The growth management concept should encompass short term budget and land use decisions as well as decisions on long range goals and policies.

D. A Practical and Realistic Plan

GP'75 is intended to be a practical and realistic plan though not necessarily a conservative plan since implementation cannot be guaranteed. Some specific needs are identified which the City or other jurisdictions may not be able to implement within the time frame of 1975-1990. On the other hand, growth pressures and service needs do exist which must be taken into account over a long range planning horizon, even if immediate sources of funding are not identified. GP'75 embodies the concept that the feasibility of implementation is equally as important as considerations of the physical environment or growth projections in developing a Land Use Plan.

E. Net Benefit

The concept of "net benefit" means that the proposed land uses, densities and other characteristics of urban development contained in the General Plan constitute a net benefit to the City if properly timed, sequenced and located with respect to existing development and proposed facilities and services. Within this concept, the net benefit process applied to incremental land use decisions will make the economic, fiscal, social and environmental findings necessary to determine the benefits and disbenefits of particular projects. The net benefit process should encourage the consideration of specific decisions in the larger perspective of the General Plan.

F. Urban Service Program

The concept of an "Urban Service Program" recognizes the diversity of existing conditions and future needs among the City's planning areas. Within the framework of the General Plan, the citywide Capital Improvement Program and Annual Budget, the Urban Service Program is intended to comprise the most explicit statement of development policy, timing, sequencing and funding for a planning area.

Basic data for facility and service planning and programming, both city-wide and in planning areas, is derived from the General Plan's delineation of land use and population. Functional planning and programming for future facilities and operating programs is the initial responsibility of the respective operating departments. The Urban Service Program concept is intended to coordinate functional plans and develop the essential linkage between the General Plan and the provision of services. The Evergreen Development Policy report is the first example or prototype of an urban service program to be developed.

G. Dynamic Process

While GP'75 is a major benchmark in planning for San Jose, it does not accomplish all the planning required for another ten or fifteen years. The final concept to be discussed here is that implementation is a dynamic process. The City will never attain every goal expressed in the General Plan, but progress toward the goals will continue. The implementation process, like the General Plan, will change as new goals are identified or new opportunities arise. Implementation techniques and programs can be more effective when the General Plan is kept up-to-date year by year.



MAYOR JANET GRAY HAYES - Mayor's Office

II-IMPLEMENTATION TECHNIQUES AND METHODS

The General Plan is not an implementation tool; the General Plan establishes the foundation of information, analysis, conclusions, rationale, goals, objectives and policies plus recommendations that certain actions be taken. Therefore, the implementation section of the General Plan identifies various techniques, methods, strategies for carrying out the Plan and it recommends what should be done to prepare implementation programs. The General Plan itself does not carry out a plan. The General Plan is carried out by the development review process, capital planning and special implementation activities (urban service programs, agricultural program, economic development program, parking management program, etc.) The various techniques, methods and special recommendations contained in the following sections will all be contained in the comprehensive implementation program developed following adoption of the General Plan 1975.

General Plan implementation involves much more than the actions or decisions of municipal government alone. Intergovernmental and private sector decisions and investments also play a major role in implementation. The General Plan is intended to serve a coordinating role for those decisions which affect the physical development of the City.

Several major decisions which warrant attention include the Federal Government's funding of block grants for redevelopment, rehabilitation, conservation and housing subsidy programs; the Federal Government's funding of water pollution control plant improvements, airport approach zone acquisition and the Federal share of freeway or mass transportation funding. These, plus State, regional and County decisions affect the City and its residents in such diverse ways as transportation, air quality, education, flood protection and health and welfare facilities and services. Since cities are required to have General Plans with certain mandatory elements, decisions of other governmental agencies consider local plans.

The private sector, of course, finances and implements most of the development that occurs in the City. Decisions on the specific location and timing of a development project have traditionally been initiated by the private sector and will continue to be; however through necessity the City is becoming concerned with better coordination between private development and public facilities and services.

A. Zoning

One of the objectives of the second phase of the City's planning program will be to comprehensively revise the zoning ordinance. Following the adoption of GP'75, the zoning ordinance and other implementation ordinances, together with Measure B Task Force recommendations, should be integrated in a comprehensive growth management program. The goals, policies and recommendations of GP'75 give substantial direction for revisions to the zoning ordinance - to both the text and the mapping of zoning districts.

As GP'75 developed, it was assumed that in some cases existing zoning did not reflect the current goals or policies of the City. Adoption of the proposed General Plan has caused existing zoning of some individual parcels to become inconsistent with the General Plan and necessitates some zoning changes.

The Land Use/Transportation Diagram designates existing land use in the appropriate General Plan land use category. There are two exceptions to this general rule. Because the Land Use/Transportation Diagram is not intended as a parcel by parcel mapping of proposed land use, some small individual parcels are designated the same as the predominant category of land use in the vicinity. Areas of the City proposed for a transition in land use, such as from vacant to residential, single family to multiple family or residential to industrial/commercial are designated as the proposed use. Scattered or mixed land uses in these transitional areas are generally zoned the same as the predominant use. Therefore, in these transition areas, a land use consistent with the predominant existing zoning is designated on the Land Use/Transportation Diagram instead of the individual existing mixed uses.

The text of the zoning ordinance should be amended to include new districts for the non-urban land uses designated on the Land Use/Transportation Diagram. Rural residential, non-urban hillside and agricultural districts should be developed to carry out the goals, policies and land use/density definitions of the General Plan.



CENTER FOR THE PERFORMING ARTS

The need for some zoning changes may become apparent as a result of the review of the latest geological and soils investigations made throughout the City. As a result of these investigations, some parcels may be designated unsuitable to their current zoning and/or General Plan designation, and will require redesignation to a more appropriate use.

That part of implementation of the General Plan employing zoning techniques will probably require a multi-year effort. The initial effort will focus on the revision of the zoning ordinance and preparation of a comprehensive implementation program. Once the zoning ordinance is completed, the effort will shift to selective rezoning of properties as necessary to implement the policies and Land Use/Transportation Diagram of the General Plan, with care to insure that each affected property owner is notified by mail and given adequate information, assistance, and opportunity to be heard.

A new zoning district should be developed for the downtown Core Area. This district should give special attention to the unique policies and objectives for the Core Area such as combined residential and non-residential uses, integrated off-street parking structures, goods delivery and service requirements, special pedestrian needs and the like.

The City should initiate an application for (-CS) City Services Combining Zoning to Santa Clara County for all the unincorporated islands of territory within the Urban Service Area. The major portion of the application will consist of the General Plan itself and the EIR which it constitutes.

B. Urban Development Policy

The Urban Development Policies have been incorporated into the General Plan with revisions developed through the GP'75 process. The Urban Development Policies are implemented through the development review process and the capital planning process. In the case of the former, applications for urban development in the Urban Service Area are evaluated for conformity with Urban Service Programs or other development timing and service provision policies. Applications for urban development outside the Urban Service Area are evaluated through the Urban Transition Process or Exception Process criteria.

Annual review of the Capital Improvement Program identifies priority capital improvement projects to serve the existing or planned urban development. Possible urban expansion areas and the municipal services and capital facilities needed are evaluated in the Capital Improvement Program and Annual Budget prior to consideration of extending the Urban Service Area Boundary.

■ 1. Urban Transition Process

Properties outside of the Urban Service Area meeting criteria of the Urban Transition Process will be evaluated on an individual application basis. The City Manager shall prepare a report on the development proposal which would include an evaluation of whether the property meets the stated transi-

tion criteria as well as an assessment of the economic, social and other community benefits of the proposal. In addition, the report shall contain an evaluation of the proposal in regard to the Urban Service Program for the area. The report shall be forwarded to the Planning Commission for review and recommendation. The City Council shall hear and make the final decision on the application for Urban Service Area Boundary adjustment. Boundary adjustments for unincorporated properties must have LAFCO approval.

Proposed modifications in the Urban Service Area Boundary shall be subject to such conditions as will assure that the adjustment thereby authorized shall not constitute a grant of special privileges inconsistent with the limitations upon other properties outside the Urban Service Area. The Urban Transition criteria are:

- a. The proposed development is consistent with all other adopted City plans and policies.
- b. Location contiguous to the Urban Service Area Boundary.
- c. Adjacent to existing or committed urban development.
- d. Generally served by existing or proposed public facilities and services as required by the type of development proposed.

- e. Not prohibited from development for reasons of public health, safety or welfare.
- f. Of community benefit or need.
- g. Cost to the City and the timing of providing facilities or services conforms to the Urban Service Program for the area.
- h. Application must provide assurance that the residential development can be served by school facilities.

■ 2. Annual Review Process

The City, in cooperation with the County, is responsible annually for reviewing and updating the Urban Development Policy. This review process occurs as part of the annual General Plan review. Annual review shall consist of mapping the existing funded or programmed public facility extensions and services; inventorying land absorption and population growth rates; and determining the amount of land which normally can be expected to be developed annually for the next five years. Recommended amendments to the Urban Service Area Boundary shall then be delineated and submitted to the Planning Commission and City Council for approval. If amendments to the Urban Service Area Boundary are desired by the City Council, a proposal for revision of the Urban Service Area Map, along with supporting data, shall be submitted to LAFCO each year for approval in conjunction with requests for revisions from other cities.

■ 3. Exception Process and Criteria

The intent of this process and criteria is to provide for careful evaluation of exceptions to the timing or sequence of development. Exceptions to the General Plan are not intended. The exception process and criteria apply only to incorporated lands outside the Urban Service Area which were annexed before adoption of the Urban Development Policies in 1970. Since these lands are presently in the City, the City Manager may recommend and the City Council may determine in some cases that exceptions to the Urban Service Area Boundary may be justified.

An exception shall meet the following criteria:

- a. The proposed development is consistent with all other adopted City plans and policies;
- b. The land use of the proposed development is unique, exceptional and does not require the full range of City services;
- c. As an overriding criterion, the City Manager must recommend and the City Council must determine whether the proposed development will cause any reduction in facility standards or operating service levels in other areas of the City;

In addition, an exception to the policy should meet the following criteria:

- d. The proposed development achieves excellence or innovation in site planning and design;
- e. The proposed development has an overall, unified plan for a complete community or neighborhood;
- f. The proposed development provides, as part of the overall project plan, the required internal and off-site public improvements needed by the development.

C. Transportation

■ 1. Implementation Approaches

Basically there are two approaches to implement the transportation plan:

- a. To develop a revenue stream that will parallel the needs associated with the rate of development;
- b. To condition the rate of development on the most current status of funding capabilities;

The implementation plan is a combination of these two approaches.

■ 2. Implementation Measures

a. City Revenue Sources

The revenues generated through existing sources, primarily Federal Aid Urban funds, will be applied to the priority needs

of the thoroughfare system; however there will be a large deficit between these revenues and the needs within the City. To generate additional funds, some combination of local taxes must be raised. The candidate taxes are construction tax, conveyance tax, bond issue, and vehicle tax. These funds shall be placed in a separate account for the design, construction, or the purchase of right-of-way for streets, roads, highways, or appurtenances thereto, in or adjacent to the City. In order to provide for inflation, the taxes shall be reviewed annually and adjusted as necessary. The scheduling of improvements will be based on the community-wide needs and be reflected in the annual review of the five year Capital Improvement Program.

b. Financial Support from the State and County

It is expected that limited funds for both State and County facilities will become available during the fifteen year planning period. There will be a high degree of effort to expedite the construction of the incomplete State freeway system within the City. Similarly, the City shall work in concert with the County to complete the County's expressway system and to develop the bicycle route system.

c. Coordination and Support of Santa Clara County Transit District

The City shall support measures to increase and operate public transit services. There will be a coordination of efforts to plan, design, and implement appropriate facilities within transit corridors.

d. Urban Service Program

On a regular basis, comprehensive improvement programs by planning areas, with priority on high growth areas, will be prepared that relate the staging of development with near term capital improvements, including the Capital Improve-



HEWLETT PACKARD, North San Jose

ment Program, the current funding status of State and County improvements, and the imminent implementation of transit facilities and services.

e. Requirement of Private Developers

All the elements of the Plan pertaining to private development will be required as a condition for development. Notwithstanding new taxes, development will finance a substantial portion of local street improvements in conjunction with their development. These same conditions will be applied for redevelopment.

The City presently requires that the developer of land adjacent to an arterial or collector street dedicate land for, and construct, the improvements immediately adjacent to their property consistent with the adopted General Plan. Additionally, in some instances, in order to mitigate traffic problems anticipated from a proposed development, off-site street improvements may be required.

In the best interests of elimination of congestion and individual equity between land owners and developers, a technique shall be developed which will allow the City to construct the necessary and appropriate streets in one continuous and logical pattern, and one which provides a method by which the City can recover its investments at the time of development from the developer, pursuant to the above described policy requiring developers to dedicate and construct street improvements.

f. Operational Procedures

The City shall develop programs as required to implement the Transportation Plan. The programs include, but are not limited to, the following areas:

- Design standards
- Traffic and parking regulations
- Transportation management such as carpooling, van-pooling, staggered work hours, and parking control strategies
- Bicycle and pedestrian safety education
- Coordination of Central Business District plans
- Railroad movement
- Truck movement and parking

g. Assessment Districts

Assessment districts will be used where they can complete street systems in an area to support general development. Care must be used to make sure the bonding power has the strength to support any bond program.

h. Parking Districts

Parking districts will be used to support the orderly redevelopment of the downtown area. The districts will be supported only from parking revenues and will not be supported by the General Fund.

D. Net Benefit

This section presents an important refinement to the development review process. The process for determining "net benefit" will provide help in assembling and displaying information for decision-makers. Decisions on development pro-

posals will still be difficult, but the information will be in a form that will aid in clarifying the issues.

The criteria on which a development proposal may be judged for approval or denial have been broadened in recent years. In addition to required conformance to precise standards (such as lot size, density, pavement, and structural requirements) many project proposals now are accepted or rejected on the basis of conformance to the General Plan and broadly defined environmental criteria.

While the State Subdivision Map Act does not specifically allow for the denial of a zoning application because it would result in the net disbenefit to the City, sufficient latitude for such denial should exist in the flexibility for project approval or denial given to Charter Cities. A new ordinance or amendment of the existing zoning ordinance is necessary to establish "net benefit" determination as a basis for the approval or denial of a zoning application and to establish administrative mechanisms governing its application.

1. The City Council should direct the City Attorney to prepare appropriate measures for City Council approval such that new zoning for development should be approved only upon a finding that it will constitute a net benefit to the City. The net benefit finding should be made by the City Council and be required in all zoning, rezoning, and pre-zoning applications larger than a specified minimum size.

FIGURE 30 FACILITIES AND SERVICES PROVIDED TO SPECIFIC AREAS OF THE CITY:
BY THE CITY OF SAN JOSE

§ Currently Available from the Following Source(s)*						Bonds	Special Funds	Construction & Conveyance Tax (including trans- portion tax)	CDBG & other Federal Grants	City General Fund
	Bonds (1)	Special (2) Funds	Construction & Conveyance Tax (including trans- portion tax)	CDBG & other Federal Grants	City General Fund					
I. PARKS ACQUISITION & DEVELOPMENT										
A. Capital Needs										
. land acquisition for neighborhood & district parks						x(a)	x(a)	x(a)	x(a)	
. neighborhood & district park development including community centers								x		
B. Operating Costs										
. staffing for neighborhood & district park facilities									x(1)	x
C. Maintenance										
. maintenance of neighborhood & district park facilities									x(1)	x
II. LIBRARY SERVICES										
A. Capital Needs										
. land acquisition & construction of branch facilities & mobile library units								x	x(b)	
. acquisition of books								x		
B. Operating Costs										
. manpower to staff branch facilities & mobile units									x(1)	x
C. Maintenance Costs										
. maintenance of branch & mobile library units										x
III. POLICE SERVICE										
A. Capital Needs										
. acquisition of vehicles & communication equipment								x	x(H)	x
B. Operating Costs										
. manpower for police "beat" duty										x
C. Maintenance Costs										
. maintenance of vehicles & communication equipment										x
IV. FIRE PREVENTION & PROTECTION SERVICE										
A. Capital Needs										
. land acquisition & construction of station									x	
. acquisition of vehicles								x		
B. Operating Costs										
. manpower for area stations									x(1)	x
. inspection & enforcement manpower										x
C. Maintenance Costs										
. maintenance of vehicles & area stations										x
V. TRANSPORTATION SERVICE										
A. Capital Needs										
. land acquisition & construction of major streets & arterials						x(c)		x(c)	x(c)	
. acquisition & installation of signals										x
B. Operating Costs (None)										
C. Maintenance Costs										
. street repair on 'internal' as well as major streets & arterials										x(d)
. street sweeping										x
. other (signals, etc.)										x
VI. SANITATION & HEALTH										
A. Capital Needs										
. Sanitary Sewer Construction (main trunk lines)						x(e)	x(e)			
. storm drain system						x(f)	x(f)			
. water distribution system							x(g)			
B. Operating Costs (None)										
C. Maintenance Costs										
. repair & replacement of sewer & storm drain system										

FOOTNOTES TO FIGURE 30

- (1) Category includes general obligation and revenue bonds.
- (2) Special accounts designated for a specific purpose which exist within the City's General Fund budget.
- (a) Funding from 1961 Parks & Playground Bond Fund, 1966 Parks and Playground Bond Fund, Emma Prusch Memorial Park Improvement Fund, Revenue Sharing and Construction and Conveyance Tax Fund.
- (b) Revenue Sharing.
- (c) Funded in part from 1961 Traffic Improvement Bond Fund, 1966 Traffic Improvement Bond Fund, 1964 Gas Tax Construction Fund, and FAU Funds.
- (d) Funded in part from Gas Tax Maintenance and Construction Fund.
- (e) 1961 Sewage System Bond Fund, 1966 Sanitary Sewer System Bond Fund, Sanitary Sewer Connection Fee Fund.
- (f) 1966 Storm Drainage System Bond Fund, Storm Drainage Fee Fund.
- (g) Alviso, North San Jose, and Evergreen Water System Funds.
- (h) Law Enforcement Assistance Administration Grant.
- (i) Comprehensive Employment and Training Act, Title VI.

*These columns only indicate present sources of funding. No attempt is made in this table to indicate the adequacy of funding.

It is not felt however, that all rezonings need necessarily be subject to the net benefit requirement. The Administration should develop specific criteria consisting of some combination of acreage size and number of housing units to govern the application of net benefit.

2. The net benefit determination for a project should consist of economic, fiscal, social, and environmental findings that, taken together, demonstrate that the benefits of the project to the community will outweigh the disbenefits.

In light of the current fiscal problems existing in the City, no development constituting a fiscal disbenefit shall be approved unless there are extraordinary environmental, social, or economic considerations accompanying the development. If such a project is approved, the reasons shall be clearly delineated.

The economic, fiscal, environmental and social findings should include the following:

Economic Net Benefit should require that the proposed project be consistent with the economic development objectives reflected in the General Plan. When annual performance targets for development in residential, commercial, and industrial sectors of the economy are adopted by the City Council as the City's most explicit statement of its economic development strategy, the economic net benefit determination should be based on the proposed project's consistency with the adopted targets. If a project is approved despite the fact that it is inconsistent with the economic development objectives of the General Plan or adopted performance targets, a statement of overriding considerations should be included in the record of project approval.

Fiscal Net Benefit Should require a determination that financing and a program exist to construct necessary facilities for residents of new development. (See Community Development Policies for definitions of necessary facilities and services.)

Where there is an adopted Urban Service Program, the Project must either conform to the program or include satisfactory alternatives for funding necessary facilities before project occupancy. Where there is no adopted Urban Service Program, and the project under consideration is within the Urban Service Area, the fiscal net benefit determination should be made on the basis of current projections of facility availability, including satisfactory alternatives. Conformance to Urban Service Programs or the provision of satisfactory alternatives will result in a finding of fiscal net benefit and will allow a project to proceed through the remaining portions of the review process. If a project is approved despite the fact

that it constitutes a fiscal disbenefit to the City, a statement of overriding considerations should be included in the record of project approval.

A finding must also be made whether services to operate and maintain facilities required by new development will be available. Availability means cost, financing and timing will be considered. This finding would be based on current revenue projections in the citywide General Plan Fiscal Analysis. Services not related to a specific facility in the area, e.g. police, should also be considered. The above findings on service availability should relate the planning area (or other service area) to the citywide situation. The latter is covered in analysis of economic net benefit. Both fiscal and economic net benefit sections must support the finding that services will be funded and provided within a reasonable time of development. Service and facility costs will be analyzed in urban service programs. If needed, development sequencing plans can be established to deal with a situation where facilities or services cannot be funded and provided within a reasonable time of development.

Environmental Net Benefit Should require a finding that the project either will have no significant (negative) impact on the environment, or in the case of significant impact, that the project will include mitigation measures and/or statements of overriding considerations (which may include elements of fiscal or social net benefit) that mitigate or balance adverse environmental impacts.

Social Net Benefit Should require that any site specific facilities or services relating to the social needs of the anticipated residents of a proposed project can be provided.

Upon completion of the City's General Plan and the Countywide Human Services Needs Assessment Study, the findings of social net benefit should include a determination that the project helps satisfy identified needs and/or contributes to the achievement of City policies adopted through the General Plan and/or Needs Assessment Project (recognizing that many policies cannot be carried out by a single development). The City's interest in improved community identity, neighborhood mix and in more effective interpersonal community relations will be expressed in the adopted policies.

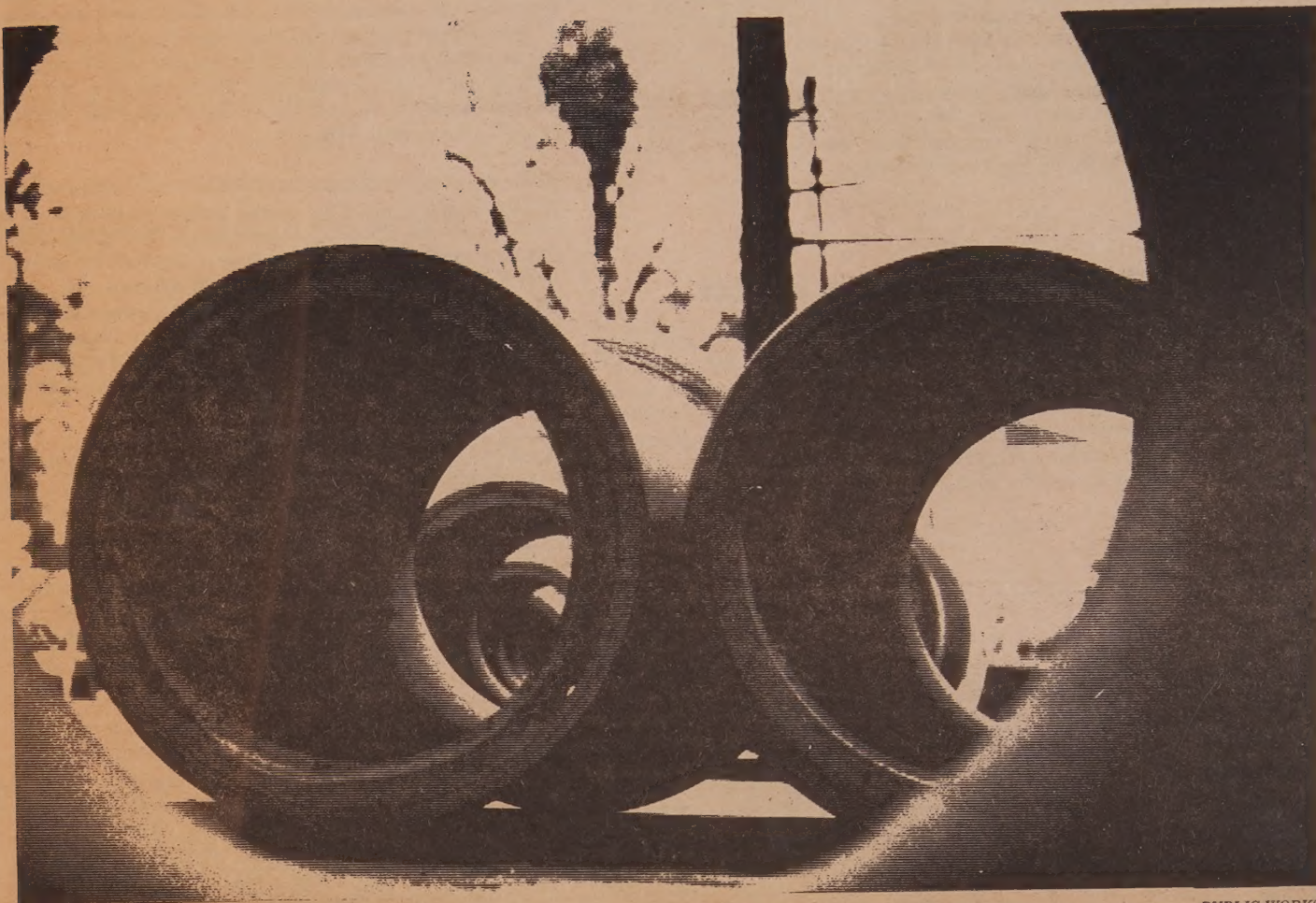
3. Direct the City Administration to prepare, for consideration and adoption, a system of ongoing economic analyses to include: (1) annual performance targets for industrial, commercial, and residential development; (2) a strategy for achieving these targets in each area; (3) an evaluation process to determine if the progress toward achieving the performance targets is producing the desired economic results; and (4) a means to adjust performance targets and/or economic development objectives.

4. A net benefit criteria sheet should be developed to summarize the detailed package of information comprising the net benefit analysis. Such a sheet could be used to provide a summary comparison of the development proposal features by economic, fiscal, environmental, and social criteria. Use of a criteria sheet will allow decisionmakers to keep all of the impacts in mind while making appropriate trades among strengths and weaknesses. Major environmental impacts will require a separate explanatory text summarizing the findings of any studies supplemental to the MEIR.

The approach and specific criteria to be used in assessing each category of net benefits should be continually refined as operational procedures are implemented. High priority should be given to the development of performance targets as a means of assessing economic net benefit.

FIGURE 31 FACILITIES & SERVICES PROVIDED/FUNDED TO SPECIFIC AREAS OF THE CITY BY PRIVATE RESIDENTIAL DEVELOPERS

I. TRANSPORTATION	
A. Capital Needs	
- local & interior streets	
- street signs	
- curbs & gutters	
- sidewalks	
B. Operating Costs (None)	
C. Maintenance Costs (None)	
II. FLOOD CONTROL	
A. Capital Needs	
- construction of internal (to project) flood control & storm drain improvements	
B. Operating Costs (None)	
C. Maintenance Costs (None)	
III. FIRE PROTECTION	
A. Capital Needs	
- installation of fire hydrants	
B. Operating Costs (None)	
C. Maintenance Costs (None)	
IV. MISCELLANEOUS	
A. Capital Needs	
- water distribution system	
- utilities	
B. Operating Costs (None)	
C. Maintenance Costs (None)	



PUBLIC WORKS

E. Urban Service Programs

The recommendations concerning Urban Service Programs refine techniques used to identify service deficiencies in the Almaden and Evergreen areas. Techniques to be developed in the Urban Service Programs provide the basis for proposing solutions to these service deficiency problems. It is important that Urban Service Programs be prepared to enable the City Council to comprehensively establish levels of service for residential areas.

Urban Service Programs will be useful as a tool for managing urban development in developed, partially developed, and newly developing areas. In developed areas, Urban Service Programs can be used to identify any existing urban service deficiencies and can be the vehicle for establishing a program for upgrading levels of service. In partially developed or newly developing areas, they can serve the important func-

tion of identifying funding mechanisms for the provision of unfunded necessary facilities and services prior to actual development so that new residents can be assured of having basic levels of urban services within a reasonable time of occupancy.

1. The City Council should direct the City Administration to begin the development of Urban Service Programs as part of the work to implement the General Plan. Urban Service Programs should be developed initially for areas with high growth potential. The objective of Urban Service Programs is to assure provision of minimum essential and necessary services and facilities to residents of existing and newly developing areas of the City. Any sections of the Urban Service Program establishing development sequencing plans for residential areas should be amended into the General Plan. Urban Service Programs should contain the following interrelated and coordinated features:

- a. An evaluation of the adequacy of existing public facilities and services.
- b. A statement of the interrelationships between development in the area covered by the urban service program and development or provision of facilities and services in adjoining areas. (For example, the capacity of streets in an adjoining area to carry traffic generated by the area under study.)
- c. A five-year program for providing capital and service improvements necessary to meet minimum necessary facility standards for existing and projected residents.
- d. A plan for financing the minimum necessary capital and service improvements. In the event that necessary facilities cannot be financed from citywide revenue or from other sources, each new residential development should be required to pay its share of the total unfinanced cost of all required facilities.
- e. A schedule of projected annual residential development activity for a five-year period. Where ability to provide minimum necessary facilities and services is a constraint, residential development should be phased with the provision of essential community facilities and services.

- f. A development sequencing plan within the Urban Service Area, if appropriate, relating development of specific areas to provision of facilities and services. If a development proposal is submitted for review that is out of phase with an existing development sequencing plan, it should be deferred if it does not provide the funding for necessary facilities required to bring the

project into conformity with the sequencing plan. In the event that such facilities and services are funded by a developer, then that developer should be reimbursed for those costs that exceed what would otherwise be required of any development conforming to an Urban Service Program. The reimbursement should be made by other developers who would benefit from the improvements. The reimbursement provision should not be applied to developers who wish to develop in the Urban Reserve.

2. The following sequence should be followed in developing Urban Service Programs:
 - a. Begin the development of Urban Service Programs by using the list of necessary facilities and services shown in Figures 30, 31, 32, and 33 of the General Plan.
 - b. As a starting point for levels of service data, use Council decisions on the 1976-1977 program budget. Programmed projects and existing funding programs should be used to establish estimates for the timing and provision of necessary facilities.
 - c. Preliminary information on facility and service surplus/deficiency developed through citizen comment using the above "list", "timing", and "level" input should be reviewed by the City Council for possible changes and/or additional analysis leading to an agreed upon service delivery program for the area in question.
3. Direct the City Administration to prepare Master Environmental Impact Reports on anticipated development in each planning area (both the ultimate development and the short-range outlook of the Urban Service Program) to assess broad environmental impacts and to set measurement criteria for project review. The City Attorney should explore any legal issues concerning the development of MEIR's and should advise the Council on actions necessary to enable San Jose to employ MEIR's in place of project EIR's to the fullest extent possible.
4. The City Council should direct the City Administration to invite school districts and other agencies providing necessary facilities and services to participate in the preparation and updating of Urban Service Programs.

FIGURE 32
**FACILITIES & SERVICES PROVIDED
TO SPECIFIC AREAS OF THE CITY
BY NON-CITY JURISDICTIONS OR
UTILITY COMPANIES**

I. SCHOOLS

- A. Capital Needs
 - land acquisition & construction of new schools
- B. Operating Costs
 - teachers
- C. Maintenance Costs
 - maintenance of schools

II. FLOOD CONTROL

- A. Capital Needs
 - construction of area-wide flood control improvements
- B. Operating Costs
- C. Maintenance Costs

III. UTILITIES

- A. Capital Needs
 - gas distribution system
 - electricity distribution system
 - phone
 - water distribution system
- B. Operating Costs
- C. Maintenance Costs

CARRYING OUT THE PLAN

5. The criteria for setting priorities for Urban Service Program preparation should include the projected development potential in each planning area, the magnitude of potential facility or service deficiency, and the potential for school impact resulting from rapid growth. Areas in which the General Plan projects the most growth should receive first consideration. Eventually, all of the City should be covered by Urban Service programs, and the nature of the programs should, over time, reflect the gradual shift from coping with growth to a posture of urban conservation.
6. Urban Service Programs should be subject to public hearing and adoption by the Planning Commission and City Council because they will establish short range policy regarding service improvements. Any portions of the Urban Service Program establishing development sequencing plans for residential areas should be amended into the General Plan. Adopted funding programs will be incorporated in the five-year Capital Improvement Program.
7. Once adopted, Urban Service Programs should be reviewed annually in coordination with the review of the General Plan and Urban Development Policy. Any ad-

justments made in the development sequencing plan should be adopted by the City Council as amendments to the General Plan. It is estimated that Urban Service Programs can be prepared for two planning areas per year. During the time that Urban Service Programs are being prepared, development proposals should be reviewed through the normal development review procedures. Once Urban Service Programs are prepared, development processing time may be shortened since there will be much greater clarity on the financing, location and timing of service availability.

F. Necessary Facilities and Services

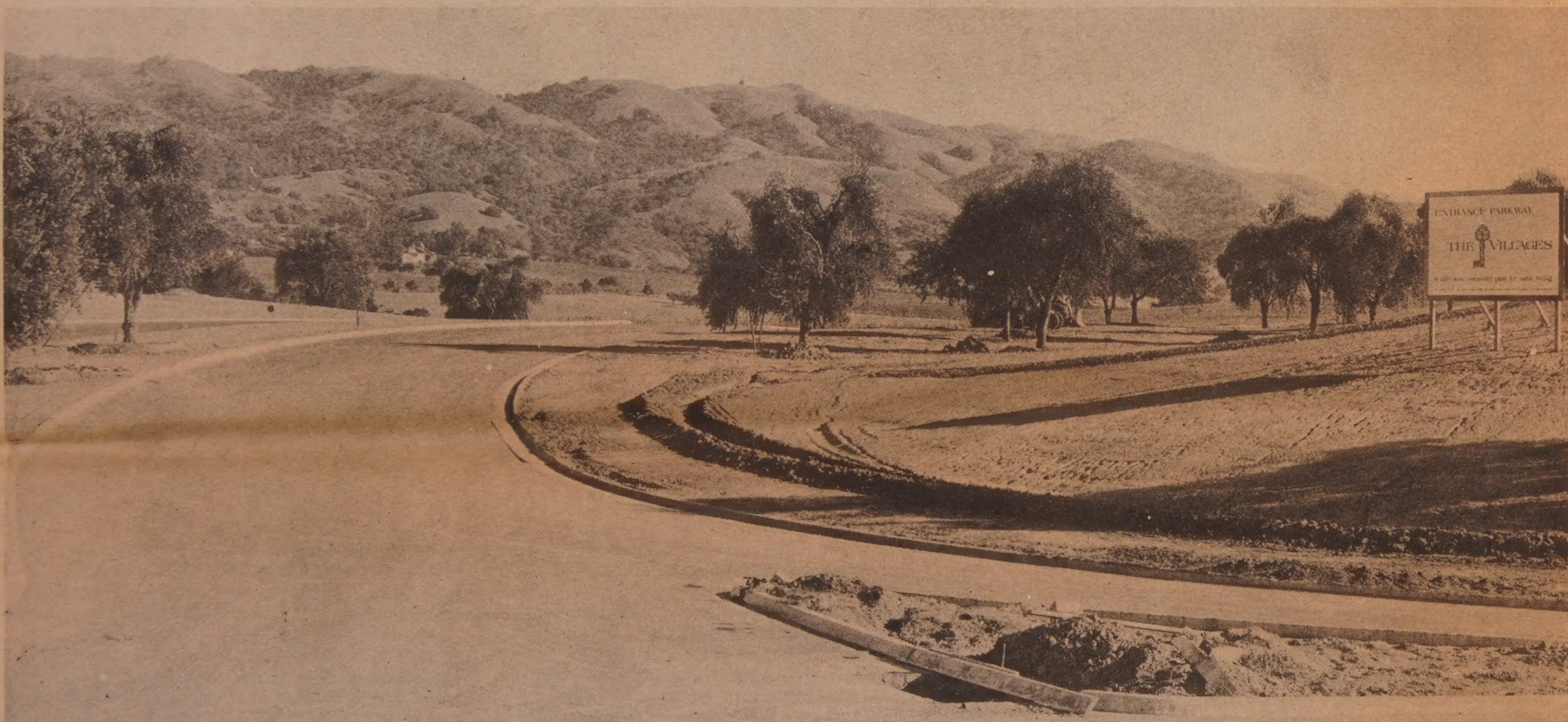
The development of Urban Service Programs is predicated on a clear delineation of which urban services should be provided to the urbanized and urbanizing areas of the City. New development can be related to the provision of necessary facilities and services only if necessary facilities and services are defined, acceptable levels of service for each facility or service are identified, and the timing for their provision is set.

G. Environmental Review

The Master Environmental Impact Report (MEIR) concept is intended to fill the need for environmental impact assessment of future development at a level of detail between the City's General Plan and the site specific impacts of an individual project. Much of the background information for MEIRs is already available in the City's Plan elements, technical reports, and project EIRs.

While the initial development of MEIRs will require substantial "front-end" costs, they should reduce costs in the long-term to both the City and to developers. Processing costs to the City should be reduced because of the shorter length of any required site specific EIRs. Developers will realize economies as a result of shorter processing times and because the area-wide environmental data that is now required in individual EIRs will be done once in the MEIR and will not have to be repeated in any supplemental studies required for project approval.

1. Direct the Administration to prepare, for Planning Commission and City Council approval, Master Environmental Impact Reports (MEIRs) for each planning area or



THE VILLAGES

FIGURE 33 CITY-WIDE FACILITIES & SERVICES

City-wide resources, facilities and services have not been included in the lists of services to be analyzed in Urban Service Programs. However, the capacity of these City-wide resources and facilities is an important concern in the continued development of the City. The capacity of the following City-wide resources, facilities and services should be checked at the start of Urban Service Program Analysis to assure that capacity is available to accommodate the growth anticipated in Urban Service Programs. These services are provided by the City of San Jose, other non-City public jurisdictions, and private individuals or organizations.

1. General City Management, Administration and Support Services
2. Sewage Treatment Plant
3. City-wide Parks
4. Solid Waste Disposal Facilities
5. Freeway and Transit System
6. Health and Social Services (to include hospitals, emergency services, and other more general social services).
7. Water Supply
8. Air Pollution
9. Energy

On-going work in developing the Program Budget will help clarify levels of service presently being provided by the City. Full implementation of the Program Budget will take several years to complete. In the interim, service levels set by the City Council during annual budget deliberations should be used in preparing Urban Service Programs. The results of urban service program analysis will provide more specific cost figures for the provision of services.

1. The City Council 1976-77 budget decisions relating to service and facility levels should be used as the basis for the initial development of Urban Service Programs.
2. City Council direction on the timing of the provision of necessary facilities and services should be used in the development of Urban Service Programs. Programmed projects and existing funding programs will be used to establish preliminary estimates for the timing and provision of necessary facilities.

Levels of service must be specified for all facilities and services designated as necessary for developed or developing areas of the City. Service level data must be tied directly to levels currently being provided by City Departments and non-City public agencies. To define minimum acceptable levels of service substantially above that which is currently being provided is not meaningful unless specific fiscal programs can be developed to upgrade levels of service for both developing and developed areas of the City.

The costs of providing "desired" service levels could prove to be impossible to attain. However, through City Council discussion of these cost figures, compared to presently funded service levels, realistic adjustments can be made in the number of services, their level and their timing.

critical segment to enable the City to evaluate cumulative, area-wide effects of development.

The direct and indirect, primary and secondary environmental impacts for each proposed land use should be described, alternative mitigation measures evaluated, and alternative land use and density proposals and development staging schedules analyzed.

Once adopted, MEIRs should be reviewed annually with the General Plan, Urban Service Programs, and Urban Development Policy for potential revision and updating.

2. The City should only approve development that meets the City's environmental goals, policies, standards, or objectives and that does not expose people to air or water pollution levels or community noise levels above applicable standards unless a statement of overriding considerations is made.

Statements of overriding concern should include, in sufficient detail for judicial review, the factors justifying approval. This statement of overriding considerations should be included in the record of project approval.

Wherever possible, mitigation measures and/or major pollution control strategies should be required as a condition of development approval to reduce adverse environmental effects. Environmental standards related to public health and safety should be relaxed only if technical studies justify changes in standards.

3. Specific procedures for environmental review of proposed development projects will be developed, based on the City Attorney's opinion of the legal requirements for revised environmental review procedures or evaluation

criteria. Any needed modifications of the City's Environmental Review Ordinance will be submitted to the City Council for consideration and adoption.

4. The City Council should approve the addition or modifications to the City's Environmental Review Ordinance as recommended in the Measure "B" Task Force Report.

H. Development Taxes and Charges

A critical part of this implementation program involves the financial resources required to support levels of city services. Revenue sources currently available to the City to finance and maintain facilities and services are becoming inadequate in light of the increasing demands on municipal services.

The Measure "B" study has recommended a series of actions which could significantly improve the City's ability to fund facilities and services. The study recommendations for the development of economic development targets will provide the City Council with an effective analytical tool for relating the existing and planned land use mix to the ability of the City to fund the operating and maintenance costs of new facilities. City Council adoption of a policy for setting development taxes and charges clarifies what is becoming an increasingly common technique for funding the capital cost of new facilities.

The following policy will be used in setting any new development taxes and charges to fund needed capital facilities in newly developing areas of the City:

1. Charges applied directly to new development in an area should be used if existing funds and funding programs or new Citywide sources of funds are not adequate to provide the "minimum necessary" facilities needed in the area. The magnitude of any charges to new development should be based on the extent to which the unfinanced facilities programmed for an area directly benefit the new development. To the extent that the improvements required in an area provide benefits to the existing population, the City shall develop mechanisms to secure a proportional contribution from existing City residents or consciously recognize that existing residents are to incur a diminished level of service.
2. The City Council, with appropriate public involvement and discussion with concerned parties, shall give periodic consideration to: 1) altering the uses of construction and conveyance tax funds for capital uses and/or 2) eliminating these taxes as other more equitable sources of funding become available or existing city facilities are deemed adequate.

It is not intended that the list of facilities to be funded from the Construction/Conveyance Tax be expanded to include facilities not now provided by the City. Those facilities now provided directly by the City should be eligible for funding by the Construction/Conveyance Tax.

I. Housing

In the development of the Land Use/Transportation Diagram housing goals and policies having spatial or locational dimension were considered and are, to a large extent, implemented by the land use designations. Other housing goals and policies cannot be effectuated through land use decisions and require program responses.

1. Identifying Local Options

a. Target Households

The households needing housing assistance in San Jose are primarily renters. Of the 32,701 total such households, 29,046 are renters. Renters needing housing assistance live in substandard or overcrowded conditions, with a high percentage paying more than 25% of their income for rent. Of the owner-occupants needing housing assistance, many of them live in substandard or overcrowded units in the Central and Alum Rock Planning Areas. Of the ethnic minority groups needing housing assistance, Spanish-Americans (Hispanic) comprise the greatest portion. Female heads of households and elderly households are also significant groups needing assistance.

b. Housing Products or Services Needed by Target Groups

For the renters needing assistance, new construction of rental units dispersed throughout approvable areas designated by San Jose's Housing Assistance Plan is needed. Renters

FIGURE 34

HOUSING ASSISTANCE PROGRAMS

AUGUST, 1978

Status in City of San Jose							
Name of Program	Description of Program	Eligible Applicants	Maximum Loan Amount	Phasing Out - No New Commitments	Currently Operating	Under Consideration	Contact
New Construction - Owner Assistance					X		Housing Service Center, 287-2464 or HUD Single-Family Branch 415-556-3602
Section 235	Home purchase loan insurance with interest rate subsidized down to 4%. Buyer must pay at least 20% of Adj. Gross Income. Purchaser must be owner-occupant.	Persons in Fam. Maximum Income 1 \$13,250 2 15,100 3 17,000 4 19,900 5 20,100 6 21,250 7 22,450 8 23,650	\$38,000 (30 yr) if 4 br. and 5 or more persons, \$44,000 (30 yr).		But no newly constructed units are available within the price limitation.		
California Housing Finance Agency (CHFA) Home Loans	FHA/VA Private mortgage insurance home loans at 7-3/4% interest, available within the City of San Jose. At least 15% of the funds must be utilized in San Jose's CDBG Target areas.	Citywide Persons in Fam. Maximum Income 1 \$20,315 2 21,510 3 22,705 4 23,900 5 25,095 CDBG Areas Purchasers of one-to-four family units in CDBG areas are not subject to maximum income limits.	Maximum sales price is \$69,000 for a single-family unit.		X		Qualified Mortgage Lenders or City of San Jose Housing Division 277-4971
Cal-Vet Home Loan	5.6% direct loan for purchase of single-family, condominium or townhouse unit valued at no more than \$53,000 excluding land value. Purchaser must be owner-occupant.	Borrower must be a veteran born in Calif., or a resident when entered active duty. No income requirements.	\$43,000 (25 yr); may not exceed 95% loan to value ratio.		X		California Dept. of Veteran Affairs, Santa Clara Office 68 N. Winchester Blvd., Santa Clara 95050, ph. 277-1281
New Construction - Rental Assistance							
Section 8 (New Construction)	20 year contract with HUD, making rental assistance available to tenants in a specific project to be constructed.	Profit and non-profit housing sponsors, including Housing Authorities with Article 34 authorization.	NA		X		HUD Multi-Family Branch 415-556-4557 or City of San Jose Housing Division, 277-4971
Section 202	Below-market interest rate loans to finance rental projects for elderly and/or handicapped one or two person households. Currently used in conjunction with Section 8 (New Construction) assistance to prospective tenants.	Non-profit housing sponsors only (i.e., churches, charitable organizations).	NA		X		HUD Multi-Family Branch 415-556-4557 or City of San Jose Housing Division 277-4971
Section 221(d)3 Below-Market Interest Rate	Low-interest (3%) permanent mortgage financing for lower-income rental housing projects. Some tenants receive rent supplement payments or Section 8 Assistance, also.	Non-profit, limited dividend and cooperative associations, as owners of the project.	NA	X The market interest rate 221(d)3 program continues to be available for non-profit sponsors.			HUD Multi-Family Branch 415-556-4557 or City of San Jose Housing Division 277-4971
Section 236	1% permanent mortgage financing for lower-income rental housing projects. Some tenants receive rent supplement payments or Section 8 assistance, also.	Non-profit, limited dividend and cooperative associations, as owners of the project.	NA	X			HUD Multi-Family Branch 415-556-4557 or City of San Jose Housing Division 277-4971
California Housing Finance Agency (CHFA) Multi-Family Direct Lending Program	Below-market interest rate construction loans and permanent mortgages to housing sponsors including Housing Authorities. Locality must have Article 34 authorization. Mortgage assistance is often in conjunction with Section 8 assistance to tenants.	Housing sponsors, including Housing Authorities.	NA			X Use depends on successful Nov. 1978 Article 34 referendum.	CHFA 916-322-3991 or City of San Jose Housing Division 277-4971
Existing Housing Units - Owner (purchase) Assistance							
California Housing Finance Agency (CHFA) Home Loans	Same as described under "New Construction - Owner Assistance," see above.	See above.	Maximum sales price is \$69,000 for a single-family unit.		X		Qualified Mortgage Lenders or City of San Jose Housing Division 277-4971
Cal-Vet Home Loan	Same as described under "New Construction - Owner Assistance," see below.	See above.	\$43,000 (25 yr); may not exceed 95% loan to value ratio.		X		California Dept. of Veteran Affairs, Santa Clara Office 68 N. Winchester Blvd., Santa Clara 95050, ph. 277-1281
90% mortgages	California Federal Savings and Bank of America will finance homes in older central San Jose at market interest rates if purchaser will be owner-occupant and unit meets minimum code requirements. Other Savings and Loans or banks may offer 90% mortgages in these areas, also.	Purchaser will be owner-occupant.	None		X		California Federal Savings - Ray Pizano (247-7791), Bank of America - Barbara Boudreau (277-7410).
Existing Housing Units - Rental Assistance							
Section 23	With federal (HUD) assistance, Housing Authorities lease units from private owners and rent them to lower-income families.	New applicants are not being accepted, but income limits for current tenants are: Persons in Fam. Maximum Income 1 \$9,150 2 10,450 3 11,750 4 13,050 5 13,850 6 14,700 7 15,500 8 16,300	NA	X			Santa Clara County Housing Authority 275-8770
Section 8 (existing)	With HUD assistance, Housing Authorities pay landlords the difference between the established Fair Market Rent for a given unit and 15-25% of a certified lower-income tenant's income.	Persons in Fam. Maximum Income 1 \$11,150 2 12,750 3 14,350 4 15,900 5 16,900 6 17,900 7 18,900 8 19,900	NA		X		Santa Clara County Housing Authority 275-8770

wishing to purchase homes need the assistance of mortgage subsidy programs considerably more generous than CHFA's current program or the Federal Section 235 program. Rehabilitation assistance in connection with the enforcement of the Housing Code would improve the conditions of many renters needing housing assistance. In addition, many renters living in uncrowded, standard housing units are paying more than 25% of their income on rent and need rental assistance payments. Both renters and landlords need to be counseled regarding their rights and obligations to the other party.

Most owner-occupants needing housing assistance are living in substandard and overcrowded conditions. These households benefit primarily from assistance in financing the rehabilitation of their units. Lower-income homeowners wanting to move to a different home are assisted by below-market interest rate mortgage loans. Homeowners who fall behind on their home loan payments need financial counseling assistance to prevent default and the loss of their built-up equity.

c. Evaluating Existing Housing Resources

The housing resources available in San Jose are described in Figure 34. Table 7 in the Housing Appendix shows the number of households being assisted by the active programs, as of December, 1977.

In addition to the assistance outlined in Figure 34, the Housing Service Center, receiving CDBG funds, provides counselling services for tenants and landlords as well as financial counselling for defaulting homeowners.

2. Determining an appropriate Program Response

Housing assistance programs are available for owner-occupants and renters, in terms of new construction, existing and rehabilitated units. The need for assistance to renters far exceeds the needs of homeowners. In light of this need and in addition to continuing the existing programs, the following programs will be considered by San Jose, with an emphasis on assisting renters.

- a. The City Administration will investigate ways in which the public and private sectors can use "landbanking" to obtain sites for lower-income housing and as an aid in implementing the City's growth and development objectives. Any lands acquired for lower-income housing should occur first in areas where additional assisted housing is approvable under the Housing Assistance Plan and where limited land remains for residential development. The land banked under this program shall be used primarily to facilitate the construction of assisted rental housing and pursuant to the Housing Assistance Plan.
- b. Various methods of financing such as "landbanking" program shall be considered, including:
 - (1) The sale of revenue bonds, as authorized by state law;
 - (2) The use of Community Development Block Grant funds, or other City or Redevelopment Agency funds, either to provide the capital for this program or to pay interest or financing costs of loans or bonds;
 - (3) The use of funds made available by other government or private entities.
- c. The City Administration shall prepare, for the City Council's consideration, a proposal for establishing and utilizing a "Housing Development Fund". This fund shall be created by the allocation of currently authorized tax revenues, fees or in lieu payments, or by the institution of additional tax revenues, fees or in lieu payments as permitted by law. The fund shall be used solely for the purpose of developing, or assisting the development, or banking of land for the development of newly assisted rental or ownership units for lower-income households, as defined by the U.S. Department of H.U.D. The term "newly assisted units" includes newly constructed units, existing standard units, previously not affordable by lower-income households, and rehabilitated units previously substandard or not affordable by lower-income households. A "newly assisted unit" must be affordable to and inhabited by a lower-income household. The types and sizes of assisted units resulting from this program shall be consistent with the needs and goals established in the Housing Assistance Plan.
- d. The City Council shall support placement on the ballot of a referendum authorizing the construction, development or ownership of low-rent public housing for families, by state public bodies. The first attempt shall be made at the first appropriate election in 1979.

FIGURE 34 (continued)

HOUSING ASSISTANCE PROGRAMS

AUGUST, 1978

Status in City of San Jose						
Name of Program	Description of Program	Eligible Applicants	Maximum Loan Amount	Phasing Out - No New Commitments	Currently Operating	Under Consideration
Rehabilitation - Owner Occupant Assistance						
Section 235	Permanent home loan insurance for substantially rehabilitated units, with interest rate subsidized down to 4%. Buyer must pay at least 20% of Adjusted Gross Income as monthly payment. Purchaser must be owner-occupant. Same as described under "New Construction - Owner Assistance," above.	See above	See above.		X	
California Housing Finance Agency (CHFA) Home Loans	Same as described under "New Construction - Owner Assistance," above. Loan will be based on "after-Rehab" appraised value of home.	See above	See above		X	
CHFA Rehab. Loans	Loans to property owners in CDBG Target Areas to rehabilitate units at about 9-1/2%.	Property owner in CDBG Target Area	\$15,000 (12 yr.)		X	
Cal-Vet Home Loan	Same as described under "New Construction" - Owner Assistance," above. Loan will be based on "After-Rehab," appraised value of home.	See above	See above		X	
Cal-Vet Home Improvement Loan	5.6% direct loan to borrower under the Cal-Vet Home Loan Program, to rehabilitate the unit.	Cal-Vet borrower	Total Cal-Vet indebtedness cannot exceed \$43,000. Rehab. Loan cannot exceed \$10,000 (10 yr.).		X	
Section 312	3% direct loan to rehabilitate a unit.	Property owner in CDBG Target Area or Redevelopment Project Area	\$27,000 (20 yr.)		X	
Community Development Block Grant (CDBG) Loans	3.9% loan to finance code-required improvements and general improvements (g.i.= no more than 30% of total improvements).	Owners of single-family or duplex structures in CDBG Target Areas	\$27,000 (15 yr.)		X	
CDBG Deferred Loans	0% loan for rehabilitation purposes. Due on sale or transfer.	Owners of single-family or duplex structures in CDBG Target Areas. Applicant must not be able to afford payment on a fully amortized 3.9% loan.	\$27,000 (Deferred in 5 year increments)		X	
CDBG Grants	Requires inability to pay cost of amortizing a rehab. loan. Grant amount is reduced by 25% of liquid assets over \$5,000 up to \$7,000; and 33% of excess of \$7,000 unless applicant is dependent on liquid assets for income.	Owner-occupants (only) of single-family or duplex structures in CDBG Target Areas.	If cost of rehab. is \$500+, the minimum grant is \$400. The maximum grant is \$3,000 (plus \$200 if flood insurance is required).		X	
Rehabilitation - Absentee Owner Assistance						
CHFA Home Loans	FHA/VA/Private Mortgage Insurance home loans at 7-3/4% interest available for one to four unit structures that have been vacant for 90 days and are located in the CDBG Target Areas	Prospective absentee owners in CDBG Target Areas that agree to a rent limitation for five years.	Maximum sales price for one-unit structure is \$69,000; higher maximums for two to four unit structures.		X	
CHFA Rehab. Loans	Loans to rehabilitate units at about 9-1/2% interest.	Absentee-owners in CDBG Target Areas.	\$15,000 (12 yr.)		X	
Section 312	3% direct loan to rehab. a unit or structure.	Property owner in CDBG Target Area or Redevelopment Project Area.	\$27,000 (20 yr.) per unit.		X	
CDBG Loans	3.9% loan to finance code-required improvements and general improvements (g.i.= no more than 30% of total improvements).	Owners of single-family or duplex structures in CDBG areas. Absentee-owner must have owned the property for at least 6 months.	\$27,000 (15 yr.)		X	
CDBG Deferred Loans	0% loan for rehabilitation purposes. Due on sale or transfer. Loan may be assumed by transferee at the option of the city.	Owners of single-family or duplex structures in CDBG areas, owning the property for at least 6 months. Applicant must not be able to afford payments on a fully amortized 3.9% loan.	\$27,000 (deferred in 5 year increments).		X	
Section 8 (Substantial Rehabilitation).	Contract (up to 20 years) with HUD, making rental assistance available to tenants in a substantially rehabilitated structure.	Absentee-owners willing to invest substantial funds in rehabilitating rental property.				X

- e. The City Administration shall investigate the legality and feasibility of the creation of a **Municipal Housing Finance Agency** in San Jose. Potential functions of such a **Municipal Housing Finance Agency** include selling tax-exempt bonds to provide temporary or permanent financing for housing units for low or moderate income families. These units could be either renter- or owner-occupied. S.B. 99 financing shall also be considered.
- f. The City Administration will continue to implement a program for the sale of Marks-Foran Revenue bonds to finance the rehabilitation of renter- and owner-occupied units in designated deteriorating areas.
- g. If the voters grant Article XXXIV authorization, the City shall encourage the use of the California Housing Finance Agency (CHFA) Multifamily Direct Lending Program by private developers or local government agencies.
- h. Selected rezoning of properties with zoning now inconsistent with the Land Use/Transportation Diagram should be initiated. The objective is to provide for higher density development near existing or planned centers of employment in order to develop a mix of housing types and price ranges, and to encourage the most efficient use of existing services and facilities.
- i. The City Administration will continue to work with private financial institutions to develop cooperative programs that will encourage revitalization of neighborhoods through residential rehabilitation.
- j. The City Administration will develop and propose an amended Housing Code that will allow substantial rehabilitation to a residential unit without requiring the entire unit to meet present building, electrical, plumbing and mechanical codes.
- k. The City shall work with other local, regional and State government bodies to implement a "fair share" concept, resulting in the dispersion of lower-income housing throughout all neighborhoods and communities.

Based on the types of housing assistance programs available, the City's annual housing action program goals for the 1980-83 period are 1647 rental units (23% elderly/handicapped, 61% family, 16% large family) and 183 owner units (28% elderly/handicapped, 12% family, 60% large family). For rental units, the annual target includes 1125 units of new construction under Federal programs, Federal assistance for 446 existing units, and substantial rehabilitation of 76 units. For ownership units, the annual goal includes 19 units to be constructed under Federal programs and 164 units to be substantially rehabilitated under a variety of programs.

J. Development Review Process

Some of the recommendations and implementation proposals contained in the General Plan will significantly affect the development review process. Four innovations implemented in recent years are responsible for significant improvements in the overall review process:

- Delegating authority to act on **Planned Development** permit applications to the **Director of Planning**.
- Simultaneous **processing of proposals** requiring multiple approvals such as pre-zoning, annexation, tentative subdivision maps and planned development permits.
- Delegating authority to act on parcel maps and tentative subdivision maps to the **Director of Planning**.
- Formation of an interdepartmental committee to provide integrated review of development proposals.

These procedural innovations have improved working relations between City staff, other public agencies, developers, homeowners groups, and organizations and individuals interested in the development and review process. Consequently, the development proposal approval rate has been high in recent years because most environmental and design problems are resolved early in the review process, well before the project reaches the approval stage. The conforming zoning process now being implemented by the City is expected to further streamline the process.

Another advantage of the recent improvements in the review process is that the Planning Commission and City Council are able to give higher priority to the development of policy and long range planning. Once the general policy and long range objectives have been clearly established, the Planning Commission and City Council can delegate the administration and implementation to the appropriate city departments.

The following actions of the City Administration and key departments will contribute to the implementation of the policies contained in this General Plan.

1. The Planning Department and the Planning Commission should continue efforts to establish design criteria in order to reduce the number of changes requested by the City late in the development review process. A design review task force has been established to develop the above criteria.
 2. The Planning Department and Planning Commission should develop a comprehensive revision of the zoning ordinance based on the goals, policies and recommendations adopted in the General Plan 1975.
 3. The Administration should develop legal and/or administrative procedures for explicitly considering economic, fiscal, environmental and social impacts of development projects in the development review process.
 4. The Administration should continue its efforts to reduce development application processing time and to provide more coordinated review of applications.
 5. The Planning Department should simplify the presentation of development regulations and processes so that citizens, developers, and public agencies can more easily understand City policy and procedures.
- The procedure should be presented in an easy to read brochure together with the City's development objectives, design criteria and other policies important to the development review process.
6. The City Administration will coordinate efforts to effectively utilize present data and data sources in building improved data systems to facilitate the implementation of the recommendations embodied in the General Plan.

When the net benefit process and related analytical tools are refined, and operational procedures developed, a report should be submitted to the City Council on the cost and effectiveness of using City and non-City data systems and computer capability for handling expanded information needs. A long range plan for integrating non-City data systems used in the City with the City's information system will be developed for City Council consideration.

7. The City Council should direct the Administration to report to the Council on ways to help undeveloped "pockets" within the Urban Service Area to be developed.
8. The Planning Department should review current codes, regulations, and guidelines to evaluate their energy efficiency. Revisions should be proposed which would result in more efficient units, use of renewable energy resources, and provision of solar access, where feasible and consistent with City goals and policies.

III-SPECIAL PROGRAMS

Implementation of the General Plan will continue through the administration of some existing programs, which will receive new policy direction from the adoption of General Plan 1975. New programs are recommended too, and, in the cases of Coyote and Alviso particularly, these new programs are essential to the effective implementation of General Plan 1975. Certain adopted program details are retained in the appendix covering the related General Plan element.

A. Economic Development Program

The program currently in operation will continue to be an important means of implementing General Plan policies for economic and community development. The focus of this program will continue to be on commercial and industrial land use and on attracting private investment to take advantage of the economic development opportunities in San Jose. Through the GP'75 process, the essential role of economic development in a balanced growth management program has been recognized.

B. Coyote Agricultural Program

The implementation of agriculture as a viable land use in the Coyote Valley will require a specific program of actions

beyond the scope of typical land use regulations. The recommended components of an implementation program are presented below.

It should also be stressed that the City of San Jose and Santa Clara County need to jointly develop a consistent policy toward Coyote, just as policies affecting other South County cities have been developed. The timing of implementation is quite sensitive too. The County Assessor's office has indicated in staff discussions that a decision on long-term non-urban policy would probably result in a single downward adjustment in assessed valuations and would be followed by a critical "wait and see" period to evaluate market reaction over the following year. Therefore, the implementation program must begin to make a substantial impact within its first year.

The following actions are proposed for development into a program to support and maintain agricultural production in Coyote:

1. Establish a Community Redevelopment Project under State law to eliminate physical and economic blight, assemble land and otherwise support the reorganization of agricultural activities in Coyote. A purchase and leaseback program should be considered in conjunction with land assembly and resale.
2. Expand the existing Economic Development Program to include consultation, promotional, marketing and financing services to assist agricultural business in Coyote. Such services could supplement those being provided through Cooperative Extension and would be coordinated with County and State agencies.
3. Support or introduce State legislation to establish the financing tools necessary for acquisition of development rights; operation of a land banking program; making positive amendments to the Williamson Act, etc.
4. Effect the reduction of property taxes to levels commensurate with agricultural land use through acquisition of development rights, Williamson Act contracts, and clear communication of policies to property owners and the County Assessor.
5. Encourage Williamson Act contracts and consider terms beyond the minimum ten year period.
6. Rezone, where necessary, to be compatible with long term City/County land use policies and eligibility for Williamson Act.

It is the City's intent to meet and consult directly with area land owners and agriculturalists as the details of the program are being formulated. Continued assistance from the Cooperative Extension Service and other agencies will be sought throughout the process of program development and implementation.

In the event that the implementation program, and therefore the non-urban alternative, is not workable in regards to agriculture, a large lot residential pattern could be explored. However, the cumulative effects of continued land subdivision would be detrimental to both agricultural production and the urban service plans of adjoining cities.

C. Alviso

As indicated on the General Plan Land Use/Transportation Diagram the existing land use pattern and population level in Alviso is maintained through 1990 including:

- Medium low density (8 DU's per acre) residential uses in the easterly grid of Alviso town.
- Commercial and some institutional uses in the westerly grid of the town.
- Improvements to the City park and development of landscaped pathways and causeways around the town.
- Light industrial uses around the fringe of Alviso town, south and east of the town, and southeast of the sewage treatment plant.
- Continued open space and public uses in the remainder of the Planning Area.

1. Implementation Policies

The interim program policies for Alviso cover the period of 1975-80. The long term policies cover the remainder of the General Plan timeframe from 1980-90.

a. Interim Policies

1. Retain existing Alviso Community while Corps of Engineers flood control study is underway.

2. Execute presently budgeted capital improvements for Alviso and maintain municipal services at an adequate level.
3. Permit no new residential development in Alviso town except residential repair and replacement; allow industrial development only on the fringe area, not in the town.
4. Continue to recognize unique local conditions affecting code enforcement until a comprehensive rehabilitation and code enforcement program is developed.
5. Continue to study specific uses of Community Development Block Grant funds for Alviso. Retain the present \$900,000 commitment with:
 - \$300,000 being released in the 76-77 fiscal year.
 - \$600,000 being released in the 77-78 fiscal year based on the status of flood protection proposals for Alviso.
6. Continue to monitor and encourage efforts by Santa Clara Valley Water District and/or U.S. Army Corps of Engineers to provide flood protection to Alviso and North San Jose.

b. Long Term Policies

The long term policies assume favorable resolution of the flood protection question in Alviso by the U.S. Army Corps of Engineers and/or the Santa Clara Valley Water District.

1. Retain the Alviso Community.
2. Continue to disallow new residential development in the Alviso area; provided that replacement housing or infilling of vacant parcels within the existing community be permitted.
3. Execute capital improvements generally as specified in Projects '75 Steering Committee Report (park, museum, street improvements, storm and sanitary sewers).

4. Encourage and assist in facilitating the maintenance and upgrading of existing residential development.
5. Encourage and facilitate development and rehabilitation of the Alviso commercial area, particularly the Port of Alviso National Historic District.

2. Capital Improvements

Presently budgeted capital improvements total \$1,093,000. Capital improvements currently programmed for 1975-80 total \$1,163,000. Of this, a total of \$220,000 is allocated for streets and storm drains. It is estimated that if this amount were increased to \$1,120,000 an adequate start could be made toward providing needed long term street and storm drain improvements.

The capital improvements for Alviso recommended in the Projects '75 Steering Committee Report total \$5,210,200. Of this amount, \$3,520,000 is recommended to provide the needed long term street and storm drain improvements, and \$1,067,000 is recommended to provide sanitary sewer line improvements.

3. Future Concerns

With a city commitment to maintain and upgrade the Alviso community, the westerly grid of the town has excellent potential as a specialty commercial area built around an historic and bay-oriented theme. Commercial development could involve historic restoration and new construction sensitive to the character and environmental constraints of the area. Such development should be pedestrian oriented, intimate, and on a human scale.

Commercial development in Alviso must also meet the neighborhood and community level shopping needs of Alviso residents. A community plaza and mercado have been proposed and such a concept could be a means of integrating local and visitor oriented commercial activity.

New development in Alviso should be aimed at building upon and enriching the existing community, including the advantages which make the community attractive to present residents. Development which is insensitive or alien to the fragile human and environmental balance of the area would not be advantageous either to the local residents or to the City.

Other future concerns for Alviso include the following:

- The need for changes in the City Zoning Ordinance to accommodate more flexible lot size provisions for family living arrangements unique to barrio areas.
- The need for housing rehabilitation programs which respond to the needs of renter-occupants as well as owner-occupants.
- The need to provide employment opportunities to Alviso residents; in particular, the need to give Alviso residents the benefit of new employment opportunities in nearby industrial reserves.
- The need to restrict truck traffic on Grand Boulevard in Alviso town.

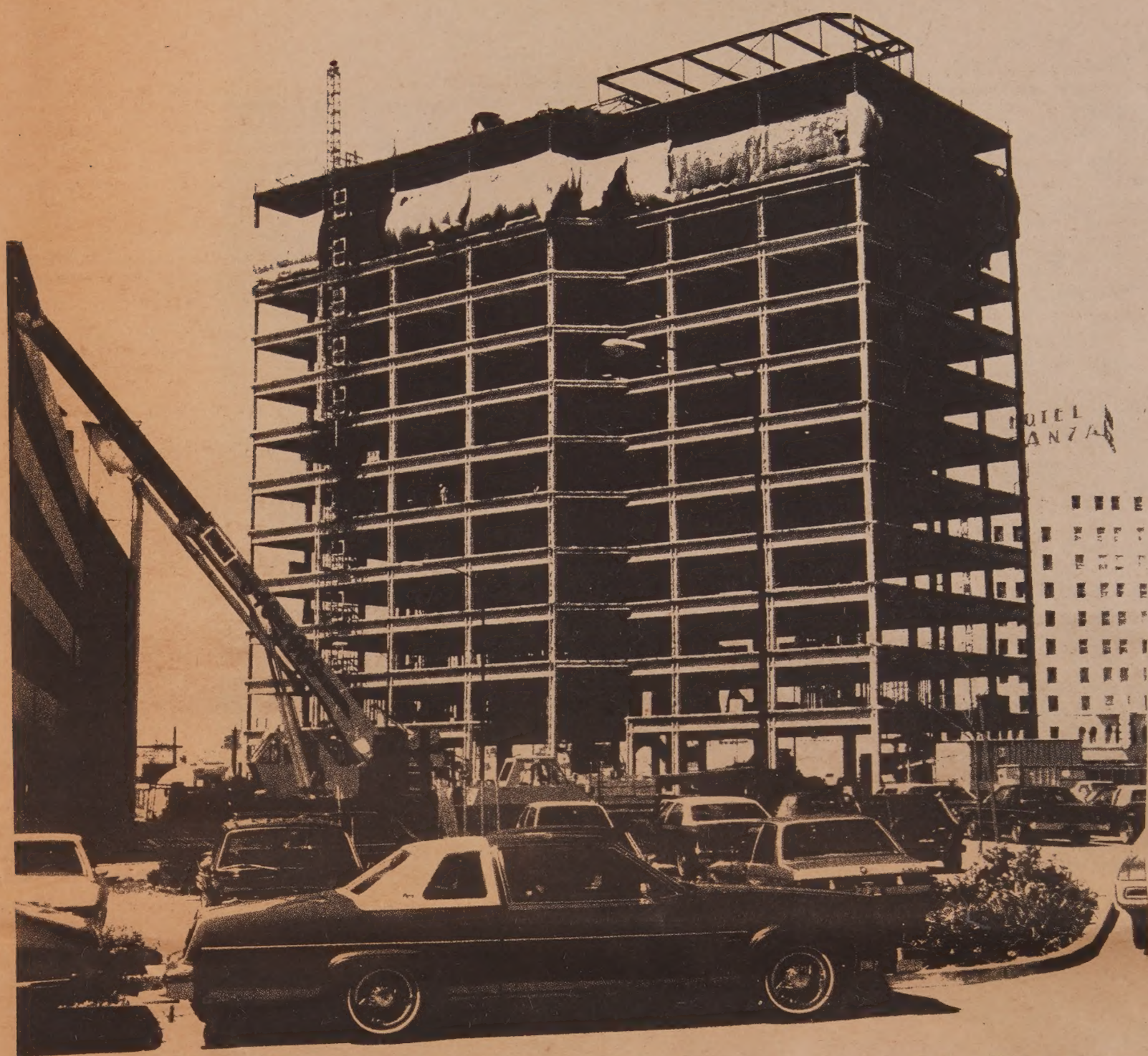
D. Redevelopment

The General Plan embodies the assumption that extensive redevelopment of existing developed areas is neither feasible nor desirable within the 1975-1990 time frame. The redevelopment activities of the City occur in the context of the economic development program or the Community Development Block Grant Program.

The economic development program utilizes the technique of "non-assisted" redevelopment under State law. This type of redevelopment relies on tax increment financing instead of grants and is an appropriate means to finance public improvements in industrial areas. The general recommendation is for continued use of this technique in new industrial areas and for consideration of its use in older industrial areas. In the latter



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DOWNTOWN DEVELOPMENT

situation, redevelopment may be appropriate in developed industrial areas to deal with problems of structural obsolescence, inefficient land platting, non-conforming use, and other obstacles to achieving the latent development potential in such areas. The fiscal impact of non-assisted redevelopment in all areas should be closely monitored since some of the benefits of new development (increased general fund revenues) may be delayed for the life of redevelopment project bond obligations.

The other type of redevelopment is funded by Federal grants. The Community Development Block Grant Program utilizes this type of redevelopment very selectively and intensively as in the downtown Core Area and for spot clearance in support of residential rehabilitation or conservation activities. The General Plan does not identify additional areas for Federally assisted redevelopment at this time.

E. Programs Related to Mandatory Plan Elements

Most of the mandatory general plan elements were developed and adopted over the past several years as separate reports amended into the General Plan. Likewise, the implementation methods and proposals presented in these elements were developed in the context of a separate program which stood alone, although related to other parts of the General Plan.

In the consolidation of the general plan elements, some of these separate implementation programs were retained because of the need to preserve technical or legal details required in the General Plan Guidelines. The Open Space, Noise, Scenic Routes and Housing Appendices retain appropriate parts of the existing adopted implementation programs. The Conservation, Seismic Safety and Safety Element requirements are implemented by the Land Use/Transportation Diagram and by other implementation measures contained in the General Plan.

The Community Development Block Grant Program, including the Housing Assistance Plan, and the General Revenue Sharing Program are directly related to the land use and housing elements of the General Plan. These existing programs are operational, and as annually reviewed, will continue to be vital means of implementing the City's community development goals and policies.

IV-REVIEW AND AMENDMENT PROCESS

The purpose of the review and amendment process is twofold: (1) to maintain the currency of City Council policy expressed in the General Plan and (2) to achieve coordination of the implementation techniques and programs.

The annual review of the General Plan will accommodate the evolution of City Council policy as it responds to the changing conditions and needs of the community. Annual review should include citizen participation for the purpose of guiding the annual review direction. Since most of the implementation techniques and programs are evaluated and adjusted periodically, especially those affected by the annual budget cycle, an annual review and amendment process could keep all implementation activities on track.

Annual review of the General Plan should culminate in the Fall (approximately October) so that urban development timing, sequencing and priority decisions can provide input to the Capital Improvement Program and Urban Service Programs. Final decisions on those programs would be made in the Spring as part of the annual budgeting process.

Timing of the annual review and amendment process should also accommodate the deadline for submittal to LAFCO (Local Agency Formation Commission) of recommended changes in the Urban Service Area Boundary. If amendments to the General Plan warrant analysis and modification of the EIR, then time must be allotted for the EIR referral procedure. It is estimated that the Planning Commission would need to set its public hearing at least two months before the date targeted for City Council adoption. Since the LAFCO deadline is approximately December first, the hearing process for annual amendment should be initiated October 19 each year.

Deadlines must be set for requests for amendments of the General Plan, including changes in the Urban Service Area Boundary, so that analysis and evaluation can be done comprehensively. A minimum of one month is required for staff to analyze requested amendments, prepare staff recommendations and develop the necessary information for use by the Commission and City Council. Therefore, the deadline for submittal of requests for amendments as part of the annual review is June 1 of each year.

The City is enabled by State law to amend the General Plan three times per year. As with the annual review, the Planning Commission needs to set its public hearings at least two months before the date targeted for City Council adoption, to allow time for the E.I.R. referral process.

In addition to private requests for amendments, the City Administration, Planning Commission or City Council may also initiate desired amendments in the General Plan. These should be considered comprehensively with private requests.

NOTES



GREAT AMERICAN ARTS FESTIVAL, TNT - Scott Allen PROCOM



CREDITS

MAYOR AND CITY COUNCIL

Janet Gray Hayes, Mayor

CITY MANAGER

Francis T. Fox

PLANNING COMMISSION

Patricia E. Sausedo, Chair (Resigned, Dec. 1980)

DIRECTOR OF PLANNING

Gary J. Schoennauer

MAJOR CONTRIBUTING STAFF

PLANNING DEPARTMENT

Jim Derryberry, Chief of Planning
Kent Edens, Chief of Plan Implementation
Thomas A. MacRostie, Principal Planner

TRANSPORTATION PLANNING

D. Kent Dewell, Director of Public Works
Glenn Roberts, Principal Engineer

In addition to the noted contributors are many other past and present City Council members and Planning Commissioners, numerous City Staff members from the Planning Department and other City Departments, and many private citizens whose combined efforts have resulted in the formulation, adoption, and continued review and updating of this General Plan.

The General Plan 1975 was adopted on March 12, 1976 and is here amended through December 18, 1980. The official copy of this General Plan is kept in the Office of the Planning Director in the Department of City Planning, Room 400, City Hall, San Jose, California.

This Document was designed and produced by Yamaguma & Associates:

Casey Haven, *Design Assistant*
Pam Matsuoka, *Production Coordinator*
Kent Kavash, *Production*
Cyndie Idemoto, *Production*
Thomas Okamoto, *Word Processing / Typesetting Communications Interface*
Sandy Thaute, *Typesetting*
Sally Idemoto - *Typesetting*